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ABSTRACT

This report provides the first complete inventory ever done in Ohio of children who need day care and where they live, the first complete summary of existing day care services, and the first comparison of day care policies in Ohio with those in every other state. Previously unpublished census data were used to identify the number of children in two-parent families with working mothers and single-parent families in every county in Ohio. Results of the first statewide inventory of Ohio child care programs were used to provide an indication of the number of children enrolled in child care programs in each county and the number of such programs receiving financial assistance. In addition, interviews were conducted with the broadest possible range of families; providers; public officials; and tax, development, building, and legal specialists. The report reviews child care reports from more than 20 states and summarizes actions being taken to improve day care programs in every state. In conclusion, a comprehensive and realistic agenda to improve child care services in Ohio is presented. A majority of these recommendations require no new monies. (RH)

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Investing in Ohio's Children

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OHIO'S CHILDREN
OHIO'S FUTURE
Report No. 3

Day Care:

Investing in Ohio's Children

by Gregory L. Rhodes
Mark Real

PS 015031

This report is the third
in a series entitled:
Ohio's Children: Ohio's Future
by the Children's Defense Fund-Ohio

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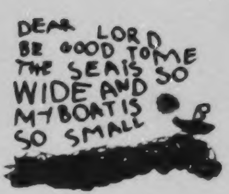

About the Children's Defense Fund

The Children's Defense Fund was founded in 1969 to provide an effective voice for the children of America who cannot vote, lobby, or speak for themselves. CDF pays special attention to the needs of poor, minority, and handicapped children. Our goal is the healthy growth and development of all children, recognizing that early investment in health and education prevents serious and costly illnesses, learning-related problems, and delinquency.

CDF is a unique organization. CDF focuses on programs and policies that affect large numbers of children, rather than helping families on a case-by-case basis. Our staff includes specialists in health, education, child welfare, mental health, and child development. CDF gathers data and disseminates information on key issues affecting children. We monitor the development and implementation of federal policies. We provide information, technical assistance, and support to a network of state and local child advocates. We pursue an annual legislative agenda in the United States Congress and litigate selected cases of major importance. CDF also educates thousands of citizens annually about children's needs and responsible policy options for meeting those needs.

CDF is a national office with roots in communities across America. Although our main office is in Washington, D.C., we reach out to towns and cities across the country to monitor the effects of changes in national and state policies, and to help people and organizations who are concerned with what happens to children. CDF maintains state offices in Mississippi and Ohio and has developed cooperative projects with groups in many states. Child Watch, a national effort of the Association of Junior Leagues, CDF, and other national organizations to assess the impacts of federal and state budget decisions on children, is an example of this collaborative effort.

CDF is a private organization supported by foundations, corporate grants, and individual donations. CDF has never accepted government funds.

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Marian Wright Edelman President	Mark Real, Director Children's Defense Fund - Ohio

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Mark Real
December 21, 1984

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Ohio Families Who Need Day Care

1

7:00 a.m. and the start of another working day in Ohio. In rural Batavia, outside Cincinnati, Gail Gray leaves for her job as a data analyst. On the way, Gail stops by the home of Debbie House to drop off her four-year-old son, Matthew, for the day.

In Columbus, David and Stephanie Kibby are on their way to work and business school classes. But their first stop is the Ohio State Day Care Center where their three children will be in child care.

In Youngstown, Sister Jerome and her staff open the Millcreek Day Care Center. Soon, over 100 children will begin arriving.

These familiar scenes are repeated every morning across Ohio. Gail Gray, the Kibbys, and the Millcreek parents are joined each day by hundreds of thousands of Ohio families who depend on child care. Once considered a luxury for the rich or a temporary measure for single mothers, child care has become a new American institution, with demand now cutting across all economic, cultural, and educational boundaries.

As 1985 begins,

- Nearly three quarters of a million Ohio children under age nine will need day care this year. This is equal to the combined populations of Canton, Dayton, Toledo, and Youngstown, four of Ohio's largest cities.[1]
- Day care is a $250 million business in Ohio, yet safety requirements and licensing procedures protecting children have not kept pace with this growing industry.[2]
- Over 13,000 Ohioans are employed in day care centers and thousands more work in their own homes taking care of children, making day care one of the fastest growing service industries in Ohio.[3]

These figures are staggering, yet not surprising given the remarkable demographic shifts in Ohio and the rest of America in the last two decades.

The Changing American Family and Ohio's Growing Demand for Day Care

In the past 20 years, significant social and demographic changes have altered the basic structure of the American family. Most children no longer are raised in the "traditional" two-parent American family, consisting of the husband who goes to work and the wife who remains at home. Census figures reflect three important changes which combine to create an explosion in the demand for day care.

1. A 250 Percent Increase in the Number of Working Mothers with Preschool Children. In 1960, just over 16 percent of Ohio women with preschool children worked. By 1980, this percentage had increased more than two and a half times to over 42 percent. By 1990, it is expected that over half of the mothers of preschool children will be employed outside their homes.[4]

2. A 250 Percent Increase in the Number of Families Headed by a Single Parent. The number of Ohio families with children headed by a single parent increased from 86,000 in 1960 to 227,000 in 1980. One in seven Ohio families with children is now headed by a single mother. If current rates continue, half of Ohio's children will live in a single-parent family before they reach age 18.[5]

3. An Increase in the Number of Children Under Age 10. For the first time in over 30 years, the number of American children under age 10 is increasing as the "baby-boom" generation has families. By 1990, there will be 17 percent more children under age 10 than in 1980; in Ohio, there will be 50,000 more children under age 6. Unlike previous generations, mothers will be returning to jobs in less than a year after giving birth.[6]

The figures and trends documenting the escalating demand for day care are not surprising to many Ohioans. The need for day care is probably as familiar as the working family who lives next door. Neither are these figures disturbing in their implications for child development. Study after study has shown that young children who spend time in child care settings do not differ developmentally from children who are raised primarily in the home. And, there is some evidence that Head Start and other high quality preschool programs provide intellectual and social benefits for low-income children beyond those they receive at home.[7]

The net result of these changes is that the demand for day care has increased significantly in the past 20 years, is at an all-time high currently, and will continue to increase in the next decade.

The Implications for Ohio

Child care provides Ohio with an opportunity to invest in its families. Child care provides support to a single parent's efforts to support her children and to two-parent families struggling to improve themselves. Good child care:

- provides ADC mothers with the opportunity to become gainfully employed,
- enables low-income families to take advantage of Ohio's job training and community college programs,
- helps the parents of handicapped children meet their special responsibilities,
- treats the victims of abuse by helping these children become engaged with other children and learn to trust adults,

DAY CARE VERSUS WELFARE

An Expensive Approach... **...A Cost Effective Approach**

Public Assistance Costs for A Family of Two—Mother & Child		Cost of Full Day Care for One Child To Enable Mother to Work
Aid to Dependent Children check	$2,856	
Food Stamps	1,740	
Utility Aid	180	
Medical Assistance	1,560	
	$6,336	
Public Assistance for One Year =	**$6,000**	**Full Day Care for One Child = $2,000**
Note: Over 75,000 Ohio welfare families are comprised of a mother and one child.		

$1 For Day Care SAVES In Welfare $3

- provides care to children who would otherwise return to an empty home at the end of the school day or during vacations,
- offers an opportunity for children to develop their skills and abilities under the guidance of trained and caring adults, and
- prepares children to take advantage of kindergarten and elementary school experiences by equipping them to work in groups and follow instructions.

Child Care: A Key to Ohio's Economic Growth

It currently costs Ohio less than $2,000 a year to pay for the day care of a poor child whose mother works. By contrast, it costs Ohio over $6,000 a year to provide public assistance to the same size family. Thus, every dollar spent for day care immediately saves Ohio three dollars in welfare costs. In addition, child care enables parents to begin paying back this investment right away by working and paying taxes.

What is alarming about the growing need for day care is that the supply of affordable, quality care in Ohio has not kept pace with the demand. Many parents are simply not able to find the right day care setting for their child, or day care they can afford.

The lack of safe, affordable day care blunts the economic improvement of many Ohioans, keeps thousands of parents who want to work on welfare, and prevents many people from attending vocational training programs or college classes which could enhance their job opportunities. Further, many Ohio parents find their children in day care settings that are potentially dangerous, inconvenient, and inappropriate for their needs, a huge drain on their monthly budgets, and a constant source of worry and concern. Employers across the state know all too well that absenteeism and lack of worker productivity often result when working parents have unsatisfactory child care arrangements.

Child Care: Investing in Ohio's Children

After several years of serious neglect, Ohio is beginning to improve the management of its child care programs. In the past year, the state's first director of child care services has been appointed and has begun coordinating Ohio's far-flung day care operations. Previously unspent monies have been distributed to needy counties and the state has done a careful inventory of the children receiving financial assistance for day care in each county. The State Board of Education is looking for ways to help families with school children meet their day care needs. Several legislative committees and task forces have begun learning about child care issues and media interest continues to increase. More employers are beginning to offer child care services to their employees.

In a constructive spirit, we offer the results of our investigation as a way to show where Ohio ought to focus its energy next. Our findings show:

- Despite evidence that every dollar spent for day care saves three dollars in welfare, Ohio's day care program for welfare families can only serve one in 25 eligible children. As a result, by failing to invest a limited number of dollars in day care, Ohio is losing an opportunity to save a substantially larger number of dollars in welfare.

- Over 25,000 poor children in Ohio have lost day care services since 1981, a 65 percent reduction. The lack of day care has made it impossible for many families to leave public welfare programs.

- Ohio offers low- and moderate-income families no financial assistance through tax credits for day care, unlike the majority of states, despite evidence that day care is the fourth highest expense for families.

- Ohio is the only state in the nation with differing day care licensing standards for profit-making and nonprofit programs. This undermines the intent of the licensing law which is to protect all children in day care.

- Ohio law requires the least supervision of children in day care programs of any industrial state. Current law allows one adult to care for as many as eight infants.

- Ohio needs to create incentives such as low-interest loans and coordinated business assistance to help expand the number of day care programs.

About this Report

This report breaks new ground in several ways. It is the first complete inventory ever done in Ohio of the children who need day care and where they live, the first complete summary of existing services, and the first time day care policies in Ohio have been compared to those in every other state.

We have utilized previously unpublished census data to identify the number of children in two-parent working families and single-parent families in every county in Ohio. Using the results of the first statewide inventory of Ohio child care programs, we have indicated the number of children enrolled in child care programs in each county, including the number receiving financial assistance.

We have interviewed the broadest possible range of families, providers, public officials, and tax, development, building, and legal specialists for this report. We have reviewed child care reports from more than 20 states and summarized the actions being taken to improve day care programs in every state.

The report concludes with a comprehensive and realistic agenda to improve child care services in Ohio. A majority of these recommendations require no new monies.

The facts and figures in this report help draw a broad picture of the status of day care in Ohio. But, in addition to these numbers, it is instructive to listen to the stories individual families have to tell about their day care experiences. For the past several

What's a Title XX?

Understanding the financing of day care in Ohio requires an understanding of the federal government's Title XX/Social Services Block Grant. In 1974, Congress enacted Title XX of the Social Security Act to provide funds to the states for social services, including day care. Ohio earmarks roughly 14 percent of its federal Title XX monies for child day care. In 1981, over $35 million in Title XX monies (including state funds) were spent on day care in Ohio.

Since 1981, however, the amount of Title XX dollars available for day care has fallen sharply. The Reagan Administration cut Title XX funding at the national level by 21 percent. The net result in Ohio was a 32 percent reduction in Title XX expenditures from $35 million in 1981 to $24 million for day care in 1985. This resulted in 25,000 fewer children receiving services through Title XX-supported day care programs in 1985 than in 1981, a 65 percent reduction.

Title XX monies earmarked for day care are distributed to each of Ohio's 88 counties based on population. They are administered by the counties' human services (previously welfare) departments. All but two counties contract with day care centers and/or family home care providers that serve low-income families. Due to the cutback of funds, several counties now exclude two-parent families, and single parents in training programs.

Poor families receiving Title XX assistance pay for a percentage of their day care expenses if their income exceeds minimum levels such as $7,000 for a family of two. Families on public assistance or families earning below the minimum levels pay no fee. The Title XX fee scale and an example of how fees are calculated are included in Chapter 3.

months, CDF has visited day care centers and home care settings; we have talked to parents, providers, and preschool teachers; we have interviewed child care leaders and employers; we have read agency reports and analyzed Census data. Most importantly, we have listened to Ohio families, their hopes and dreams for their children, their economic struggles, their search for quality, affordable day care, their anxieties when they could not find good day care, and their happiness and relief when they did.

These accounts offer a different perspective, emphasizing the individual circumstances families face and the hard decisions parents must make. It is these individual stories that are often lost in the wealth of statistics, but are essential in understanding the complexities of day care. What follows are the stories of three Ohio families, typical of many we found.

10 Steps to Improve Ohio Child Care Programs

1. **To Help Low-Income Families Get Jobs, Ohio Should Restore the $11 Million Cut from Day Care Programs since 1981.**
2. **Ohio Should Enact a Day Care Tax Credit for Low- and Moderate-Income Working Families.**
3. **The State Should Permit Local School Boards to Spend Money for Day Care Programs.**
4. **Ohio Should Upgrade Its Day Care Licensing Standards and Apply Them Uniformly to All Programs.**
5. **Ohio Needs to Hire More Day Care Licensing Specialists to Conduct Annual Unannounced Inspections of Every Program.**
6. **Ohio Should Initiate a Child Abuse Prevention Program for Child Care Workers and Parents.**
7. **Ohio Should Establish a Business Assistance Clearinghouse for Day Care.**
8. **Ohio Should Make Low-Interest Loans Available to Day Care Programs.**
9. **Ohio Should Update Its Zoning Laws and Building Codes to Permit Day Care to Be Available in All Communities.**
10. **Ohio Should Assess the Day Care Needs of Its Families on a Regular Basis.**

THE GAP IN OHIO'S DAY CARE PROGRAM

Ohio Children Under Age 8 Receiving Welfare	Ohio Children on Welfare Receiving Day Care
265,000	9,000

In 1984, Ohio's day care program for poor children served fewer than one in 25 eligible children.

Family Profiles

"I wanted to stay home and be the best mother."

In December 1982, Republic Steel in Youngstown shut down its huge furnaces and closed its doors. Republic's employees joined the unemployment lines and began searching for other jobs, knowing their chances were slim in a community already suffering from serious economic setbacks.

One of the hundreds of Youngstown families affected by the Republic shut-down was the O'Mellans. Bob, then 39, began to look for other work. His wife Suzanne, 35, remained at home, caring for the O'Mellans' two young children, daughter Chris, 3, and son Robbie, 1. Bob found part-time work, and along with his unemployment checks, the O'Mellans managed to make ends meet.

Then, in September 1983, the unemployment checks stopped. Bob's part-time income was no longer enough. At this point, the O'Mellans could have applied for public assistance, but neither Bob nor Suzanne wanted that. Suzanne began to look for work and soon found a job at St. Patrick's Catholic School as a teacher's aide. Bob stayed at home with Chris and Robbie while Suzanne worked. The O'Mellans used a baby sitter occasionally to care for the children when both Bob and Suzanne were out of the house.

Chris O'Mellan with child care worker and child at Millcreek Day Care Center.

But as Bob found additional work, the O'Mellans realized they would need full-time child care. This was not an easy decision. Bob and Suzanne definitely needed the two incomes, but to place their children in the care of someone else was something they had never considered. Suzanne recalled, "When my husband and I decided to have children, I wanted to stay home and be the best mother." Now the stark economic realities of a recession were forcing them to change long-held beliefs about raising children.

Suzanne and Bob investigated the cost of a child care center. To their amazement, they found that full-time child care for two children would cost nearly $500 a month. For two minimum-wage salaries, that cost was simply prohibitive. The O'Mellans finally decided to hire a woman who would care for Chris and Robbie in the O'Mellans' home. Since there was no one in either Bob or Suzanne's family who could take care of the children on a regular basis, Suzanne interviewed and selected a sitter from an ad in the newspaper. For a number of reasons, leaving Chris and Robbie with a sitter never worked. Suzanne could not concentrate at work knowing her children were unhappy.

In June 1984, Suzanne visited Millcreek Day Care Center. Because Millcreek is supported by federal Title XX funding, families are charged on a sliding scale according to their income. Suzanne liked the center and the people working there. Although the center charges about $400 a month for two children, the Title XX subsidy would make the O'Mellans' fees manageable. The O'Mellans' annual gross income of under $15,000 placed them in a fee bracket where they would pay about $80 a month. Title XX funds would pay the difference.

Chris and Robbie, now 5 and 3, began going to Millcreek in August when Suzanne's school job resumed. Although Bob and Suzanne liked Millcreek, they did not know how Chris and Robbie would react. The first day was not easy. Chris cried in the parking lot and did not want her mother to leave. "But," remembers Suzanne, "that was the last time she cried. Now, they get out of the car, run ahead of me, open the door, and tell me 'Goodbye, Mom.' They're very happy here."

Finding good, affordable child care has helped Bob and Suzanne through one of the most stressful periods of their 17-year marriage. "We didn't plan on this. I'd always planned to stay home," says Suzanne. But Chris's and Robbie's adjustment to day care has made Suzanne "feel super." Suzanne continued, "My kids like routine. Day care is like that and my kids like that." She has already noticed Robbie becoming more independent, a change she and Bob approve. Neither of the kids has complained about anything. "Last year, I was so upset and worried, I couldn't relax at work. Now, I go to work happy, and the kids go to day care happy."

Suzanne O'Mellan.

"I really don't know what I'd do without her."

Tacked on the office bulletin board of the Clermont County YWCA Day Care Program in Batavia, amidst a blizzard of official forms and notices, is a one-page letter with a big hand-drawn "smiley face" at the top. The letter, addressed to the coordinator of the YWCA program, reads in part:

> Dear Karen,
>
> I want to thank you and all of the staff for doing such a good job at developing the child care program that I am a participant of. I like, trust, and respect my son's child care sitter, Pam Peveler, so much--that for the first time since he has been cared for by someone else other than myself--I actually feel comfortable and do not worry. I am indebted to you more than you know. As a single parent now, and with the additional burden of a pressured career, to not be apprehensive about my child's upbringing is such a peace of mind.
>
> Thank you,
> Lynda E. Beal

Karen Sherlock, the addressee, and the home placement coordinator for the YWCA program, happily shows off the letter. "This is one of our real success stories," she says. The program currently has more than 200 children placed in 70 homes in Clermont County. Lynda Beal applied to the YWCA program in July 1984. Karen placed Lynda's two-year-old child, Mark, in the home of Pam Peveler, a home care provider in the YWCA program. For Karen, the placement of Mark was just one of about 25 placements she makes each month; but for Mark's mother, finding the YWCA program and Pam Peveler was truly the answer to her prayers.

The past few years for Lynda Beal, 26, have been an emotional roller coaster. There was the happiness of her marriage in 1980 and the birth of her son, Mark, the next year. But shortly after Mark was born, her marriage began to fall apart. Fearing for her physical safety, she finally left her husband in Indiana, and moved back to her home in Clermont County.

With no regular support from her husband and not wanting to accept public assistance, Lynda needed to find work immediately. She had earned degrees in Art Education and Physical Education, and had done some substitute teaching in Indiana, but was unable to land a teaching position. After some part-time clerical work, she finally found a job with General Electric Credit Corporation as a customer service representative. At first, Lynda's mother took care of Mark, but Lynda did not want to impose a long-term sitting arrangement on her mother. The solution was a neighborhood woman who watched several children in her home. The cost to Lynda was steep, about $200 a month, and represented one of her biggest bills.

Mark was one of 10 children the woman cared for on a full- and part-time basis. Lynda felt the woman was responsible and provided good care, but there were often too many children in the house. One afternoon, Mark fell off a chair and suffered a cut that required stitches. "It was the sort of accident that could have happened at home," Lynda said, but it confirmed her feelings that Mark needed more individual attention.

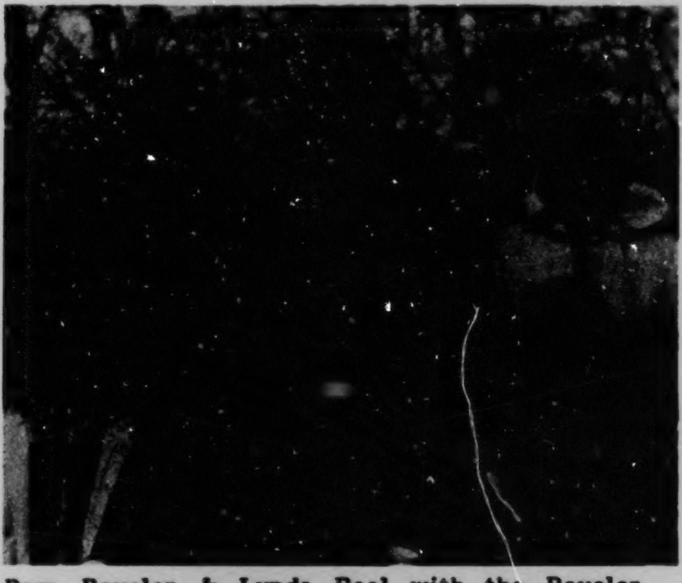
Lynda investigated a few child care centers, but found them "too expensive and too institutional with not enough warmth." Ideally, she wanted a Christian home for Mark. She wanted someone who would be sensitive to Mark's adjustment to her separation and divorce. "I know I'm not raising my son now full time, and I had to be very choosy, finding someone I could trust." Lynda also hoped to find a home where Mark could play outside and where other children would be present.

During her search for another sitter, Lynda called the YWCA program. She explained the kind of home environment she wanted and applied for the program. Lynda's timing was perfect. Pam Peveler had recently joined the program as a home care provider. The description Pam provided of her home matched Lynda's needs exactly. In addition, Lynda found her income ($12,000 a year) qualified her for financial support from the Title XX program. She would pay between $50 and $60 a month. The YWCA staff completed the arrangements, and Pam began caring for Mark on a full-time basis in July 1984.

The Pevelers live in a comfortable, one-story home with a large enclosed backyard in Milford in Clermont County. Pam and Dave Peveler have four children, ages 4 to 12. During the day, Mark plays with two other children, including the Pevelers' youngest daughter, Mandy. Pam receives payments from the YWCA program for caring for Mark ($5.00 per day), and meal money through the Child Care Food Program of the U.S. Department of Agriculture. But for Pam, her rewards from the program go far beyond the income. "I feel it's important for the mother to be the major influence in a child's life. This is one way I can provide a family life for someone who doesn't normally have it, and wouldn't find it in a day care center." Around the Peveler home, Mark receives the same treatment as Pam's own children. "He gets the hugs, kisses, and punishment just like my daughter does. I love them all."

Lynda Beal is very thankful she found Pam Peveler. "She really cares about her family. She's exactly what Mark needs." In September, Lynda wrote another thank-you note to the YWCA staff. In it she said:

> I realize that being a single parent means giving up a lot of time that I used to take for granted with my son—but it's so much easier knowing he's getting the same direction and love from Pam that I myself would give. I really don't know what I'd do without her. (Can we give her a raise?) This is one super program organized by the YWCA, and this mother isn't going to let it go unsaid.



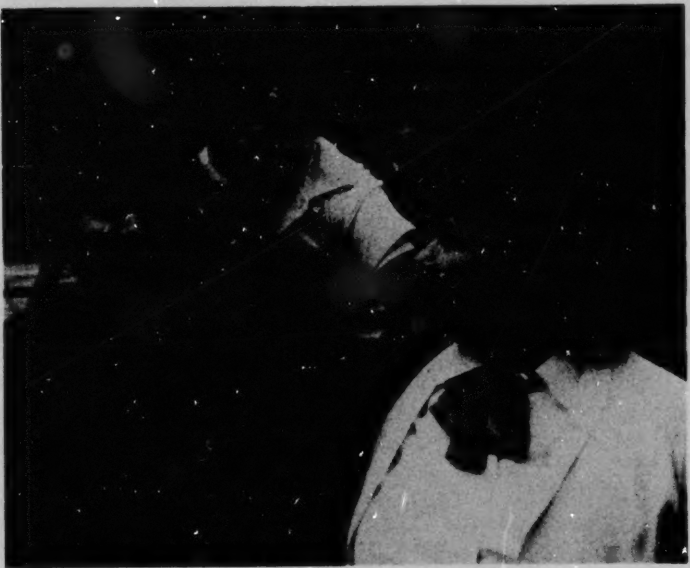
Pam Peveler & Lynda Beal with the Peveler children and Mark Beal.

"Thank God for day care!"

Esperanza Moreno sits in the office of the West Side Community Day Care Center in Cleveland talking about the past two years of her life. It is after 5:00 p.m. and the building is quiet. Most of the parents have already picked up their children. Esperanza is also on her way home from work and two of her children wait outside on the playground. But the 33-year-old native of suburban Northfield is eager to talk about the recent changes in her life and the happiness they have brought.

In 1983, Esperanza was on welfare, raising her three children by herself. Her husband had walked out, leaving no forwarding address and no support for either her or the children. But now, just two years later, she has completed a training program in cosmetology, works as a beautician, and is off welfare.

She is proud of her accomplishments, but as she looks around the office she gives much of the credit to the child care center. "Thank God for day care!" she exclaims. "If it wasn't for the day care center, I wouldn't have done it. I didn't have to worry about child molesting, the kids eating right, or getting a nap. They take them on trips and they take them to the library. I never got that when I was a child. When you drop your boy off and he says, 'Give me a hug. Bye, Mom.' you know he's happy. You don't have to worry."



Salvador, Forilan, Jr., and Esperanza Moreno.

Finding good child care became a problem when Esperanza first decided to attend cosmetology classes. She was motivated to start a career when her oldest child, Tenzella, now 11, began to realize that the family "was living off someone else." Esperanza was grateful for the support from the Aid to Dependent Children (ADC) program and the food stamps, "but there was more to life than just to live on ADC." She wanted her children to see their mother as an active member in the work force.

But going to school meant finding child care for her two youngest boys, Salvador and Forilan, Jr., then ages 5 and 3. Esperanza called the Department of Human Services for information. They referred her to a woman who took care of children in her home. It was not the arrangement Esperanza preferred. "But I was starting school in two weeks and grateful to find a place for the two boys. Although, I didn't want to leave them alone in a strange home with a woman I didn't know and they didn't know."

Esperanza started classes, but the day care arrangements fell apart in just a few weeks. Esperanza sent fruit with Salvador and Forilan, Jr., for special snacks, but the sitter would give them to her own children. Several mornings the woman's husband greeted Esperanza and her sons because his wife was still in bed. On one sunny summer afternoon Esperanza arrived early to pick up her boys and found them inside with the sitter watching soap operas instead of playing.

"That was the day that really discouraged me," Esperanza says. "I wanted to better myself, but with these kinds of situations, what can a parent do?"

Esperanza called the Department of Human Services again, and this time was referred to the West Side Community Day Care Center. "I came here and they showed me around. There was a waiting list, but only two or three weeks. Then I started bringing my kids here." Since Esperanza still received ADC support at that time, the day care center paid for the entire cost of child care through its Title XX subsidies.

Her boys felt comfortable in the day care center from the start. For Esperanza, their rapid adjustment meant peace of mind. The only drawback for Esperanza was that the center was located several miles from her home. Since she took the bus, and her classes started at 8:30 a.m., it meant getting the boys up at 6:00 a.m. and leaving the house by 7:00 a.m. But for the next nine months, "through snow, rain, and sleet," Esperanza, Salvador, and Forilan, Jr., made the trip.

After graduation, Esperanza found a job. She is now "doing terrific—better than I thought I could." Her income is under $6,000 a year, which still qualifies her for 100 percent support from Title XX for her child care expenses. But she is off welfare, and that makes her feel successful. She is also proud of her role as president of the parent group at the day care center. The parents have raised money to take the children to the Ice Capades and have built floats and sponsored booths in community parades.

The conversation over, Esperanza walks out to the playground to round up her children. Salvador, now in the first grade, and Tenzella, a six grader, attend an after-school program at the center. Salvador was reluctant to give up his swing seat for a ride home. "You know," says Esperanza, "my kids never wanted to go to the sitter. They'd cry and were always ready to leave. Here, I have to drag them away."

Meeting the Growing Demand for Child Care in Ohio

2

About This Chapter

This chapter is organized into three sections:

I. A documentation of the growing need for day care services in Ohio, using previously unpublished materials.

II. An inventory of existing services using information from the first complete survey of child care programs in Ohio.

III. A description of the unmet day care needs which continue to challenge the state.

I. The Growing Demand for Child Care in Ohio

Ohio families have changed a great deal in the past two decades. In our Choices: For Ohio, For Children report in May 1984, we documented the growth of working mothers in two-parent families and in families headed by single mothers. In this report we have gone several steps further, with the help of the Ohio Data Users Center, the state repository of information collected by the U.S. Bureau of the Census. By using previously unpublished Census tables, we are able to provide the actual number of children in single-parent and two-parent working families in every county. This is the number that is most useful to citizen groups, planners, United Ways, local departments of human services, public officials, and the media. To distinguish between the need for full-time and part-time care, care for infants, younger children, and school-age children we have indicated the ages of the children in every county. [By using these materials, local media and agencies can put together a child care fact sheet for a particular county.]

A Growing Number of Single-Parent Families with Children

One of the most significant changes in family life in Ohio has been the dramatic growth in the number of families with children headed by a single mother.

- One in seven Ohio families with children is headed by a single mother.
- Over 400,000 Ohio children live in single-parent families.
- The average single mother with children earned less than $9,000 in 1982.[1]

The chart below indicates the striking increases in the numbers of families and children in Ohio in the past two decades. If current trends continue, half of all Ohio children will live in a single-parent family before reaching age 18.

Single Mothers and Child Care: A Report from Cleveland

During the first six months of 1984, the Center for Human Services Child Care Information and Referral Service in Cleveland processed nearly 1,000 requests for information from single women heads of household. This represented 30 percent of all calls received during this period. The center provides information and referral for a variety of child care programs throughout Cuyahoga County including day care centers, nursery schools, Montessori programs, Head Start, family day care homes, and in-home care.

From the nearly 1,000 calls, the center prepared a profile of the single mothers and their needs for day care:

- Over 70 percent earned less than $10,500 annually.
- Over 60 percent needed full-time care for their children. The rest needed part-time care in order to work part time or attend school or job training programs.
- Contrary to myth, 85 percent of these families have only one or two children; over half have only one child. Almost half of these children are under age three; another third are between three and five years old.
- About half of the mothers are placing a youngster in child care for the first time while the rest are calling to change their present arrangement due to a breakdown of an informal arrangement such as care by a neighbor or relative.
- The vast majority is hoping to find care in their homes. If that is not available, more than 55 percent prefer day care centers; nearly a fourth prefer family day care homes.

Cost and location were the principal reasons these women cited for not using day care before or wanting to change arrangements. A summary of this report concluded that "the most serious problem this population faces in securing child care is a lack of affordable care for their children."

The Growth in Single-Parent Families in Ohio: 1960 to 1980

Year	Number of Families	Percent Growth	Number of Children	Percent Growth
1960	86,491		185,390	
1970	142,001		325,217	
1980	227,272	(260% since 1960)	422,865	(228% since 1960)

Source: U.S. Department of Commerce, Bureau of the Census.

Over 11 percent of white families with children in Ohio are headed by a single mother. The rate for black families is over 44 percent.

Mothers rearing children alone face a stark choice between remaining at home with their children and depending on welfare programs or working and finding safe, affordable care for their children. The financial pressures on these mothers are exacerbated by the failure of most absent fathers to make adequate child support payments. In a 1981 study by the U.S. Department of Commerce, researchers found that almost one-third of mothers supposed to receive child support payments received nothing.[2] The remaining families received about $150 a month on the average, not even enough to pay rent or utilities. Thousands of women and children in Ohio are simply abandoned by their husbands and fathers each year. Many never file for divorce or child support.

Child care for these families is often a necessity if they are to escape the welfare rolls or avoid them in the first place. The chart in this chapter entitled "Children in Families Headed by Single Mothers, by Age of Children and County, 1980" provides the number of children in single-parent families for each Ohio county, by age.

Two-Parent Working Families

Family life in Ohio has changed a great deal. Since World War II, there has been a four-fold increase in the number of working mothers with preschool children. Most women are working out of economic necessity. In Ohio, three facts about these families stand out:

- There has been a 250 percent increase in the number of working mothers with preschool children in Ohio in the past two decades. Over two-thirds of these mothers work full time.

- Over 500,000 Ohio children under age nine, now live in two-parent working families.

- Over one-fourth of working mothers have husbands earning less than $10,000 a year.[3]

Young parents are often at the bottom of the earnings ladder because they are working at their first jobs or have limited experience. Child care expenses are often the fourth or fifth highest item in their family budget.

Added to the economic pressures is the challenge of juggling working, commuting, shopping, cooking, cleaning, overtime work, and business travel with time for children and a spouse. Ironically, according to time-budget estimates, the combined work-commuting hours of parents in two-job families now is 10 hours greater per week than in 1940.[4]

For many two-parent families, child care is not as simple as enrolling a child in a day care center, but often means children spend mornings at nursery schools, afternoons with grandma four times a week, and Fridays with a babysitter. The chart in this chapter entitled "Children with Working Mothers in Two-Parent Families" enumerates the children in two-parent working families for each Ohio county, by age and statewide rank.

A Growth in the Number of Preschool Children in Ohio

As the "baby boom" generation begins families, there will be more children under age six in Ohio. In 1970, there were over 940,000 Ohio children under six years of age. The Bureau of the Census estimates this will grow to over 990,000 by 1990. This means there will be 50,000 more Ohio preschool children in 1990 than there were in 1980.

II. The Child Care Programs Available for Ohio Families

Day care services in Ohio have never been in greater demand. Hundreds of day care centers and thousands of family home settings throughout the state are trying to meet this need by offering day care services to Ohio families. This section describes these programs, plus day care information and referral services, and what Ohio businesses are doing about the growing need for day care.

Day Care Centers

The laws of the state of Ohio define a day care center as any place, including a private home, which cares for five or more children. Any such operation must obtain a state license by meeting the health and safety standards established by the Department of Human Services. In October 1984, there were 2,168 licensed day care centers in Ohio.

Both profit-making and nonprofit centers operate in Ohio. The average cost of center care runs from $50 to $65 a week per child. The 1,376 nonprofit centers receive income from parent fees and other sources, including federal monies from Title XX, local funding, community support from churches, United Ways, and other agencies. This network of support enables the nonprofit centers to reduce fees from many low-income families. The 792 profit centers operate exclusively on parent fees, although 28 profit centers also offer Title XX subsidies to their low-income families. Centers that care for children from low-income families may also receive funds from the national Child Care Food Program to pay for meals and snacks.

Both full- and part-time day care centers operate in Ohio. Many centers conduct half-day programs, sometimes with different groups of children coming in the mornings and afternoons. Other centers offer all day care with hours typically running from 7:00 a.m. to 6:00 p.m. A few centers offer longer hours. The new Child Care Technology Laboratory on the campus of Owens Technical College near Toledo, for example, begins its day at 6:00 a.m. and shuts its doors at 11:00 p.m. to accommodate its many student parents whose classes and training schedule start early or run late.

CHILDREN IN FAMILIES HEADED BY SINGLE MOTHERS, by Age of Children and County, 1980

	Age of Children			
County	Children Under Age 5	Children Ages 5 to 9	Total Number of Children	Statewide Ranking
Adams	190	257	447	61
Allen	987	1,334	2,321	14
Ashland	234	317	551	52
Ashtabula	636	859	1,495	22
Athens	313	423	736	42
Auglaize	189	255	444	62
Belmont	462	624	1,086	33
Brown	180	244	424	66
Butler	1,767	2,387	4,154	10
Carroll	120	162	282	80
Champaign	186	252	438	64
Clark	1,304	1,762	3,066	12
Clermont	868	1,172	2,040	16
Clinton	187	253	440	63
Columbiana	755	1,020	1,775	19
Coshocton	194	263	457	60
Crawford	339	458	797	40
Cuyahoga	15,462	20,892	36,354	1
Darke	248	336	584	49
Defiance	260	351	611	48
Delaware	311	420	731	43
Erie	599	809	1,408	23
Fairfield	482	652	1,134	32
Fayette	163	220	383	69
Franklin	9,040	12,215	21,255	2
Fulton	213	288	501	56
Gallia	175	237	412	67
Geauga	270	365	635	47
Greene	795	1,075	1,870	17
Guernsey	308	416	724	44
Hamilton	8,934	12,072	21,006	3
Hancock	364	492	856	38
Hardin	148	200	348	74
Harrison	90	122	212	82
Henry	114	153	267	81
Highland	216	291	507	54
Hocking	151	204	355	72
Holmes	80	108	188	83
Huron	299	404	703	45
Jackson	197	266	463	58
Jefferson	597	807	1,404	24
Knox	221	299	520	53
Lake	1,178	1,591	2,769	13
Lawrence	408	552	960	36
Licking	668	902	1,570	20
Logan	242	327	569	50

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CHILDREN IN FAMILIES HEADED BY SINGLE MOTHERS,
by Age of Children and County, 1980
(continued)

County	Age of Children: Children Under Age 5	Age of Children: Children Ages 5 to 9	Total Number of Children	Statewide Ranking
Lorain	2,188	2,956	5,144	9
Lucas	4,812	6,502	11,314	5
Madison	174	235	409	68
Mahoning	2,395	3,236	5,631	8
Marion	462	624	1,086	33
Medina	498	673	1,171	29
Meigs	137	184	321	76
Mercer	150	203	353	73
Miami	531	717	1,248	27
Monroe	71	96	167	85
Montgomery	6,149	8,308	14,457	4
Morgan	65	87	152	86
Morrow	163	220	383	69
Muskingum	578	781	1,359	25
Noble	59	80	139	88
Ottawa	185	249	434	65
Paulding	95	128	223	82
Perry	199	270	469	57
Pickaway	286	386	672	16
Pike	161	217	378	71
Portage	763	1,031	1,794	18
Preble	197	266	463	58
Putnam	139	188	327	75
Richland	945	1,277	2,222	15
Ross	355	480	835	39
Sandusky	433	585	1,018	35
Scioto	648	875	1,523	21
Seneca	395	521	916	37
Shelby	237	321	558	51
Stark	2,724	3,681	6,405	7
Summit	4,608	6,226	10,834	6
Trumbull	1,740	2,351	4,091	11
Tuscarawas	488	659	1,147	31
Union	129	174	303	77
Van Wert	122	164	286	79
Vinton	64	86	150	87
Warren	517	698	1,215	28
Washington	318	430	748	41
Wayne	489	661	1,150	30
Williams	214	289	503	55
Wood	538	727	1,265	26
Wyandot	123	167	290	78
Total	86,688	117,117	203,805	

Source: Ohio Data Users Center, 1980 unpublished data; calculations by Children's Defense Fund.

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CHILDREN WITH WORKING MOTHERS IN TWO-PARENT FAMILIES, by Age of Children and County, 1980

	Age of Children			
County	Children Under Age 5	Children Ages 5 to 9	Total Number of Children	Statewide Ranking
Adams	620	823	1,443	74
Allen	3,020	3,480	6,500	19
Ashland	1,286	1,530	2,816	46
Ashtabula	2,440	3,680	6,120	20
Athens	932	1,201	2,133	59
Auglaize	1,464	1,656	3,120	42
Belmont	1,056	1,927	2,983	44
Brown	790	1,047	1,837	65
Butler	5,440	7,040	12,480	9
Carroll	281	600	881	82
Champaign	702	878	1,580	70
Clark	3,198	4,002	7,200	16
Clermont	3,326	4,390	7,716	13
Clinton	675	940	1,615	69
Columbiana	2,140	2,480	4,620	27
Coshocton	756	948	1,704	67
Crawford	1,373	1,778	3,151	39
Cuyahoga	23,460	29,720	53,180	1
Darke	1,872	2,064	3,936	31
Defiance	1,229	1,584	2,813	47
Delaware	1,349	1,810	3,159	37
Erie	1,778	2,438	4,216	28
Fairfield	2,360	3,167	5,527	25
Fayette	550	766	1,316	78
Franklin	18,880	23,800	42,680	2
Fulton	1,178	1,518	2,696	50
Gallia	655	679	1,334	76
Geauga	1,570	2,231	3,801	33
Greene	2,520	3,300	5,820	24
Guernsey	544	993	1,537	71
Hamilton	18,620	19,560	38,180	3
Hancock	1,649	2,113	3,762	34
Hardin	868	1,112	1,980	62
Harrison	192	411	603	86
Henry	870	1,122	1,992	61
Highland	846	1,122	1,968	64
Hocking	400	515	915	81
Holmes	608	775	1,383	75
Huron	1,531	1,984	3,515	35
Jackson	502	540	1,042	80
Jefferson	1,006	2,149	3,155	38
Knox	1,162	1,492	2,654	51
Lake	4,470	6,349	10,819	11
Lawrence	1,379	1,427	2,806	48
Licking	2,940	3,900	6,840	18
Logan	1,042	1,334	2,376	56

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CHILDREN WITH WORKING MOTHERS IN TWO-PARENT FAMILIES, By Age of Children and County, 1980

(continued)

County	Age of Children		Total Number of Children	Statewide Ranking
	Children Under Age 5	Children Ages 5 to 9		
Lorain	6,020	8,220	14,240	8
Lucas	11,360	14,200	25,560	4
Madison	843	1,131	1,974	63
Mahoning	3,660	5,540	9,200	12
Marion	1,690	2,170	3,860	32
Medina	2,700	4,260	6,960	17
Meigs	377	486	863	83
Mercer	1,310	1,445	2,755	49
Miami	2,184	3,234	5,418	26
Monroe	346	493	839	84
Montgomery	11,320	13,640	24,960	5
Morgan	281	400	681	85
Morrow	669	859	1,528	72
Muskingum	1,764	2,212	3,976	29
Noble	238	339	577	87
Ottawa	889	1,219	2,108	60
Paulding	717	924	1,641	68
Perry	511	658	1,169	79
Pickaway	1,068	1,433	2,501	53
Pike	564	748	1,312	77
Portage	3,060	4,320	7,380	15
Preble	936	1,386	2,322	57
Putnam	1,135	1,283	2,418	55
Richland	3,240	4,240	7,480	14
Ross	1,275	1,775	3,050	43
Sandusky	1,374	1,884	3,258	36
Scioto	1,358	1,460	2,818	45
Seneca	1,742	2,257	2,431	54
Shelby	1,498	1,651	3,149	40
Stark	7,140	9,340	16,480	7
Summit	9,400	12,420	21,820	6
Trumbull	4,000	6,840	10,840	10
Tuscarawas	1,732	2,205	3,937	30
Union	781	1,001	1,782	66
Van Wert	1,061	1,201	2,262	58
Vinton	249	257	506	88
Warren	2,614	3,450	6,064	22
Washington	1,296	1,848	3,144	41
Wayne	2,734	3,250	5,984	23
Williams	1,126	1,452	2,578	52
Wood	3,100	3,100	6,200	21
Wyandot	634	821	1,455	73
Total	225,500	289,400	514,900	

Source: Ohio Data Users Center, 1980 unpublished data; calculations by Children's Defense Fund.

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Day Care Centers in Ohio: September 1984

675	Full-time nonprofit
532	Full-time profit-making
701	Part-time nonprofit
260	Part-time profit-making
2,168	Total day care centers in Ohio

Source: Ohio Department of Human Services

Every licensed day care center in Ohio is required to offer both quiet and active play activities "suitable to the age levels and abilities of the children under care." Most centers offer both indoor and outdoor play areas. Activities to develop coordination and balance as well as art and music projects are common. Some preschool programs offer many activities to prepare children for kindergarten.

Day care centers accept children from infancy to ages 12 and above. The biggest demand for center care is for children between the ages of three and five. Many parents favor the preschool atmosphere of a center for three- to five-year-olds where their children will be exposed to educational activities, a professionally trained staff, and other children of their own age. Generally, the demand for infant care is greater in private home settings than in centers. Parents often feel their young children will receive more individual attention and care in the warmth of a private home. Nonetheless, many parents still prefer center care for their very young children because of previous positive experience with a center, locational advantages, or price considerations. However, many centers do not accept children under age two, and those that do typically charge higher daily fees for infants and toddlers. The lack of infant care in day care centers is cited as a significant problem by many parents and day care administrators.

Many centers operate after-school programs for children ages six and up. Half-day kindergarteners, age five, are accepted by nearly all centers. But many working families have problems finding part-time care for their children after they enter the first grade. However, growing public awareness of the "latch-key" child who comes home from school to an empty house has prompted many day care centers in Ohio to offer after-school programs. There are 289,400 children in Ohio between the ages of five and nine in families where both parents work.

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CHILDREN ENROLLED IN CHILD CARE CENTERS, by Age of Children, Type of Care, and County, September 1984

		Type of Care		Age of Children				
County	Number of Centers	In Full-Time Care	In Part-Time Care	Infant (birth to 18 mos.)	Toddler (18 to 36 mos.)	Preschool (3 to 5 years)	School-Age (5 years & up)	Total Number of Children
Adams	2	40	40	0	5	65	10	80
Allen	30	966	938	64	158	1,415	267	1,904
Ashland	5	301	39	13	40	223	64	340
Ashtabula	12	256	167	21	42	314	46	423
Athens	7	115	170	4	36	233	12	285
Auglaize	8	253	265	0	10	473	35	518
Belmont	10	124	357	0	16	446	19	481
Brown	4	67	64	0	10	110	11	131
Butler	58	2,274	1,465	198	440	2,631	470	3,739
Carroll	3	12	79	0	5	86	0	91
Champaign	4	90	82	0	0	172	0	172
Clark	30	1,141	601	66	177	1,204	295	1,742
Clermont	26	935	459	96	172	904	222	1,394
Clinton	4	93	127	3	8	187	22	220
Columbiana	17	63	598	0	7	646	8	661
Coshocton	4	159	71	0	12	208	10	230
Crawford	6	108	188	0	0	256	40	296
Cuyahoga	327	11,583	6,251	443	1,604	13,234	2,553	17,834
Darke	6	0	233	0	0	233	0	233
Defiance	7	111	191	0	16	286	0	302
Delaware	8	292	146	10	20	325	83	438
Erie	15	299	512	10	31	727	43	811
Fairfield	12	404	432	19	75	630	112	836
Fayette	5	124	106	7	11	179	33	230
Franklin	205	8,942	5,532	437	1,256	10,925	846	14,474
Fulton	8	166	201	13	25	290	39	367
Gallia	5	287	52	10	19	295	15	339
Geauga	17	699	480	44	130	833	172	1,179
Greene	31	1,335	672	60	186	1,508	253	2,007
Guernsey	5	25	265	0	1	283	6	290

CHILDREN ENROLLED IN CHILD CARE CENTERS,
by Age of Children, Type of Care, and County, September 1984
(continued)

County	Number of Centers	Type of Care: In Full-Time Care	Type of Care: In Part-Time Care	Age of Children: Infant (birth to 18 mos.)	Age of Children: Toddler (18 to 36 mos.)	Age of Children: Preschool (3 to 5 years)	Age of Children: School-Age (5 years & up)	Total Number of Children
Hamilton	182	7,053	4,417	423	1,404	8,412	1,231	11,470
Hancock	12	409	321	0	6	669	55	730
Hardin	63	143	86	0	16	188	25	229
Harrison	3	0	72	0	2	69	1	72
Henry	9	85	274	0	15	328	16	359
Highland	6	18	223	0	0	241	0	241
Hocking	2	20	20	0	0	40	0	40
Holmes	1	0	54	0	0	54	0	54
Huron	9	122	540	0	24	597	41	662
Jackson	3	115	24	8	16	106	9	139
Jefferson	16	346	359	17	30	622	36	705
Knox	10	130	259	0	0	376	13	389
Lake	56	2,122	1,497	176	374	2,496	573	3,619
Lawrence	6	264	211	27	46	313	89	475
Licking	16	563	453	3	100	830	83	1,016
Logan	4	113	74	8	15	152	12	187
Lorain	48	1,227	805	75	235	1,464	258	2,032
Lucas	109	3,911	3,347	286	775	5,542	655	7,258
Madison	5	184	122	15	51	144	96	306
Mahoning	80	2,192	1,778	20	182	3,504	266	3,972
Marion	9	137	231	14	20	331	5	370
Median	24	896	956	46	1,442	208	156	1,852
Meigs	2	0	143	0	0	143	0	143
Mercer	5	75	146	13	23	183	2	221
Miami	20	431	464	25	65	709	96	895
Monroe	1	0	34	0	0	34	0	34
Montgomery	162	7,783	2,522	500	1,354	6,625	1,826	10,305
Morgan	2	60	0	0	0	60	0	60
Morrow	4	70	66	0	0	115	21	136
Muskingum	13	340	244	7	50	497	30	584

CHILDREN ENROLLED IN CHILD CARE CENTERS,
by Age of Children, Type of Care, and County, September 1984
(continued)

		Type of Care		Age of Children				
County	Number of Centers	In Full-Time Care	In Part-Time Care	Infant (birth to 18 mos.)	Toddler (18 to 36 mos.)	Preschool (3 to 5 years)	School-Age (5 years & up)	Total Number of Children
Noble	1	0	29	0	0	29	0	29
Ottawa	10	322	175	17	54	385	41	497
Paulding	2	0	67	0	5	52	10	67
Perry	4	24	145	0	13	156	0	169
Pickaway	7	193	120	6	39	215	53	313
Pike	2	183	0	0	0	178	5	183
Portage	16	797	257	54	118	789	93	1,054
Preble	4	41	89	0	2	114	14	130
Putnam	8	80	181	10	13	235	3	261
Richland	24	668	777	38	79	1,256	72	1,445
Ross	11	216	230	8	19	409	10	446
Sandusky	13	553	241	37	63	619	75	794
Scioto	13	338	357	18	28	532	117	695
Seneca	10	297	317	17	42	519	36	614
Shelby	4	120	78	17	43	123	15	198
Stark	80	3,063	1,574	275	555	3,273	534	4,637
Summit	109	4,079	2,656	373	668	4,841	853	6,735
Trumbull	34	1,217	600	98	45	1,516	158	1,817
Tuscarawas	12	517	278	0	19	685	91	795
Union	4	30	66	0	2	94	90	96
Van Wert	5	148	308	0	9	357	0	456
Vinton	1	0	11	0	0	11	0	11
Warren	24	735	735	24	85	1,198	163	1,470
Washington	11	252	274	16	37	409	64	526
Wayne	20	321	681	29	59	868	46	1,002
Williams	5	71	147	6	13	185	14	218
Wood	22	780	512	25	104	1,025	138	1,292
Wyandot	5	84	106	0	0	173	17	190
Total	2,168	75,205	51,537	4,249	12,881	94,619	14,993	136,742

Source: County Survey, Ohio Department of Human Services, September 1984 .

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NUMBER OF CHILDREN RECEIVING PUBLIC ASSISTANCE VS. NUMBER OF CHILDREN IN TITLE XX CHILD CARE

by County, September 1984

County	Infant/Toddler (under age 3)	Preschool (3 to 4 years old)	School-Age (5 to 8 years old)	Number of Children Under Age 8 Receiving ADC	Number of Children in Child Care
Adams	385	266	509	1,160	35
Allen	1,133	753	1,232	3,118	82
Ashland	265	178	224	667	69
Ashtabula	998	666	1,069	2,733	220
Athens	560	392	628	1,580	74
Auglaize	247	164	218	629	57
Belmont	789	520	853	2,162	117
Brown	275	195	312	782	34
Butler	2,062	1,408	1,965	5,435	346
Carroll	221	139	202	562	11
Champaign	256	165	225	646	59
Clark	1,524	1,014	1,698	4,236	87
Clermont	929	646	990	2,565	172
Clinton	194	142	219	555	52
Columbiana	1,016	697	1,169	2,882	148
Coshocton	229	138	197	564	18
Crawford	416	266	406	1,088	114
Cuyahoga	17,651	11,250	18,333	47,234	1,844
Darke	309	184	307	800	56
Defiance	325	189	249	763	14
Delaware	183	124	190	497	94
Erie	501	320	525	1,346	155
Fairfield	492	374	484	1,350	131
Fayette	306	161	297	764	29
Franklin	8,754	5,782	9,736	24,272	1,772
Fulton	145	92	132	369	16
Gallia	398	236	416	1,050	64
Geauga	89	63	85	237	116
Greene	724	475	728	1,927	231
Guernsey	390	252	364	1,006	21
Hamilton	9,652	5,788	9,263	24,703	905
Hancock	217	138	211	566	106
Hardin	298	182	238	718	111
Harrison	167	100	176	443	11
Henry	123	59	77	259	18
Highland	340	209	337	886	52
Hocking	288	165	290	743	35
Holmes	46	36	74	156	31
Huron	368	236	374	978	84
Jackson	380	251	402	1,033	35
Jefferson	823	574	925	2,322	91
Knox	315	198	300	813	93
Lake	566	344	592	1,502	241
Lawrence	968	665	1,080	2,713	84

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NUMBER OF CHILDREN RECEIVING PUBLIC ASSISTANCE VS. NUMBER OF CHILDREN IN TITLE XX CHILD CARE

by County, September 1984

(Continued)

County	Infant/Toddler (under age 3)	Preschool (3 to 4 years old)	School-Age (5 to 8 years old)	Number of Children Under Age 8 Receiving ADC	Number of Children in Child Care
Licking	925	498	899	2,322	152
Logan	313	158	269	740	53
Lorain	2,663	1,734	2,831	7,228	231
Lucas	6,013	3,650	5,794	15,457	720
Madison	187	120	202	509	50
Mahoning	3,232	2,237	3,965	9,434	274
Marion	664	385	611	1,660	208
Medina	295	201	335	831	71
Meigs	293	213	369	875	5
Mercer	199	124	180	503	12
Miami	496	358	555	1,409	67
Monroe	134	93	137	364	0
Montgomery	6,149	4,166	6,446	16,761	625
Morgan	161	103	162	426	18
Morrow	178	122	214	514	25
Muskingum	822	483	768	2,073	184
Noble	68	56	82	206	0
Ottawa	158	101	159	418	4
Paulding	146	67	136	349	8
Perry	333	225	379	937	52
Pickaway	349	212	356	917	92
Pike	370	277	476	1,123	23
Portage	833	552	901	2,286	125
Preble	280	178	285	743	33
Putnam	145	84	123	352	25
Richland	1,014	661	1,073	2,748	214
Ross	566	358	641	1,565	36
Sandusky	383	223	374	980	65
Scioto	1,385	898	1,539	3,822	272
Seneca	391	253	386	1,030	80
Shelby	363	275	362	1,000	18
Stark	3,101	1,950	3,100	8,151	353
Summit	4,793	3,162	5,164	13,119	932
Trumbull	2,058	1,347	2,080	5,485	249
Tuscarawas	574	382	591	1,547	144
Union	145	113	175	433	81
Van Wert	122	68	130	320	39
Vinton	115	79	157	351	14
Warren	529	365	530	1,424	107
Washington	525	337	526	1,388	91
Wayne	373	249	376	998	73
Williams	168	96	161	425	68
Wood	412	225	331	968	74
Wyandot	85	33	69	187	31
Total	98,825	63,667	102,700	265,192	14,133

Source: Ohio Department of Human Services, September 1984; calculations by Children's Defense Fund.

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Family Day Care

The growing demand for day care has created a new cottage industry in Ohio, termed family day care. Typically, a mother takes care of two or three neighbor children along with her own.

In the past, relatives and neighbors have always cared for a family's children in emergency situations and in part-time arrangements. What is new is that thousands of Ohio families now depend on full-time home day care services and these services are no longer available only through family and friends. Every newspaper in Ohio, especially neighborhood weeklies, now has an advertising section for child care services. Virtually every laundromat and grocery store bulletin board is filled with hand-printed cards reading, "loving mother will care for your children while you work" or "teacher-mom will provide tender loving care in her home."

Because many families prefer a home environment and family day care often costs less than center care, the number of family day care homes has grown rapidly. Family day care is often more flexible for mothers who need care for their children while they work at night or weekends. And it is sometimes easier to find a home provider in the neighborhood than a day care center.

Fees for family day care vary widely, but average $25 to $40 a week, and are usually less than day care center fees. In many instances, providing this service is a full-time job, but providers often earn less than $5,000 a year. For many women with young children who would like to work, but are reluctant to leave their children, family day care has become a modest, but steady source of income. Providers range from teachers and nurses staying home with their children to women with little formal training or education.

Home Day Care: "We're looking for women who do a good job with their own children."

Many counties in Ohio provide Title XX financial assistance for child care to low-income families through day care centers. Other counties, such as rural Clermont County east of Cincinnati, offer Title XX support through a network of home care providers.

Patti Hogan has directed the YWCA Home Day Care program since 1976. Nearly 150 children are placed in homes throughout the county to help parents work. The program is available 24 hours a day, seven days a week, including holidays, according to their parents' work and training schedules. The majority of the children are under age five and in full-day care, but approximately 60 school-age children receive part-time care in the afternoons and evenings. As of September 1984, the program operated on a $148,000 annual budget and served 145 children, a cost of about $1,000 per child.

The YWCA staff carefully screen each home care provider. "We're looking for women who do a good job with their own children," explains Karen Sherlock, the home placement coordinator. Each provider must agree to regular unannounced visits from the county welfare department and to attend training classes on nutrition, child development, and child abuse.

Home care providers are paid $5.00 per child per day and receive liability insurance, employment insurance, Social Security, and two weeks of paid vacation after one year of employment. Reimbursement for food is available from the U.S. Department of Agriculture. The home care providers are given nutritious meal and snack guidelines, and must keep a record of their weekly menus. Hogan's evaluation: "Many children are now being exposed to a whole new world of food beyond Twinkies and Doritos."

The YWCA staff is certain that their program has helped raise the level of child care in their county. Before, children were being cared for in homes without running water or indoor plumbing, and with alcoholic adults present.

The program has its share of success stories. Parents, usually single women, first used the program while on welfare, then attended business classes or other college courses, and are now working. Hogan points to Gail Gray of Batavia as an example. Gray, a single parent on welfare, first began using the program for her son Matthew so she could study computer programming at the Clermont Campus of the University of Cincinnati. Because she was receiving Aid to Dependent Children payments, Title XX paid for all of her child care expenses. Gray graduated in 1984 and found a job with a market research company in Cincinnati. She now earns $11,000 a year and pays 40 percent of her day care bill.

Despite the success stories, about 80 percent of the families using the program still earn less than $10,000 a year. In 1983, 40 percent earned under $5,000. For those families home day care is a lifeline to a better future.

However, Ohio, unlike most states, offers no protection to children in family day care programs. Except for the fraction of family day care homes that receive public monies, the remainder of the homes are never inspected by state officials.

Since family day care providers keeping fewer than five children are not licensed by the state, parents are entirely responsible for determining the health and safety conditions of the home and the qualifications of the provider. The exception to unlicensed homes is those homes affiliated with county departments of human services' day care programs. All but two counties offer Title XX financial assistance to low-income families through family day care providers. In each county, potential providers are interviewed and then accepted in the program if they meet the health and safety requirements established by state guidelines. In addition, these homes often receive support from the Child Care Food Program which provides funds for meals and snacks to children of low-income families. As of October 1984, almost 7,000 Ohio children were being care for in 2,853 Title XX-supported homes.

Head Start

The Head Start program, begun in 1965, now serves over 21,000 children in all 88 Ohio counties. In fact, because Monroe and Noble counties do not have Title XX day care programs, Head Start is the only child care program serving poor children in every county. Head Start programs provide meals, medical and dental services, preparation for kindergarten and elementary school, and parent education. Head Start is widely recognized as one of the federal government's most successful efforts for poor children. Evidence shows that Head Start works:

- Head Start children show lasting gain in school performance and in achievement on standardized tests, and are less likely to require special education than poor children not enrolled in Head Start.

- Head Start parents read to their children more and help them more often with their homework.

- Each dollar spent on Head Start saves more than two dollars because Head Start children require less remedial education, are more likely to graduate and hold jobs, and are less likely to become delinquent than other poor children.[5]

Although not designed as a day care program, Head Start serves this function for many low-income working families and parents in school or training programs. However, most Head Start programs are only half-day. Finding care for the remaining half-day that is convenient and affordable is often difficult for many Head Start parents. Families that need only half-day care often do not qualify for Title XX support under the new priorities imposed as a result of the 1982 budget cuts. Coordinating the transportation of children from a Head Start program to a day care center or home is a problem. In the next chapter, we discuss the need for better coordination of public and private programs to take full advantage of the day care opportunities provided by Head Start programs.

Child Care Food Program

Nearly 30,000 poor children in Ohio Head Start programs, family day care homes, and day care centers receive meals and snacks paid for by the federally funded Child Care Food Program This program helps reduce the fees that day care centers, and family day care home providers charge.

Nutritional standards for all meals and snacks are established by the U.S. Department of Agriculture. Day care center staff and family day care home providers must serve snacks and meals that meet these standards. As of fall 1984, family day care providers were reimbursed 55 cents for each breakfast served, 32 cents for each snack, and $1.08 for each lunch or supper. Day care centers receive similar reimbursements. In Ohio, the Child Care Food Program is administered by the state Department of Education.

The Private Sector and Local Governments

Many Ohio day care programs receive support from private foundations, businesses, United Ways, churches, community organizations, and local governments. These funds typically provide support for day care centers serving low-income families although some family home providers also receive assistance.

Child Care in State Universities and Community Colleges

The typical college student has changed greatly in the past 20 years. While colleges continue to enroll thousands of 19-year-old single dormitory residents and students living with their parents, many older married and working Ohioans are attending classes as well.

Dr. Ann Moore of the Ohio Board of Regents, which oversees higher education in Ohio says, "It's safe to say that 10 years ago, our typical four-year university student was 18 to 21 years old. Now, that's changed to 24 to 26 years old. In the community colleges a decade ago, the average student was 25. Now, it's closer to 30 years old.

Enrollment figures for Ohio's 12 four-year universities, 2 free-standing medical schools, 8 two-year community colleges, 16 two-year technical colleges and 30 two-year branch campuses bear this out. In 1982, nearly 400,000 Ohioans were enrolled in the state's higher education institutions.

- Since 1971, the percentage of students over age 25 attending Ohio universities has increased by 26 percent. Nearly 65,000 students over age 25 now attend state universities, up from 46,000 in 1971.
- Almost 16,000 married women attend Ohio's public universities.
- One in six students—over 26,000 persons— attending state technical and community colleges is a married woman.

Years ago, some Ohio colleges began night schools for immigrants to teach English and everyday skills such as using money, finding jobs, and locating a doctor. Land-grant colleges began with the explicit promise that all Ohio youngsters could get an education.

When previous generations needed agricultural training, teaching certificates, and business degrees. Ohio colleges responded. As more Ohioans sought higher education, branch campuses and community and technical colleges were opened. Many Ohio families now need day care in order to take advantage of job training and jobs advancement courses. This is a need that colleges can meet in many ways.

At Michael J. Owens Technical College near Toledo, the day care program is operated by the college and offers on-the-job training to students and services to students and staff from 6:00 a.m. to 11:00 p.m. In Columbus, Ohio State University offers two programs: the Ohio State University Laboratory School offers training for students in the school of child development and provides an enriching experience for children and also sponsors a day care program for university employees and students. In Athens, Ohio University operates a child care program which serves as a laboratory school for child development students and accepts children from low-income families. Unlike many university programs, these three programs accept Title XX students.

Despite the existence of these programs and the need for additional services, no statewide survey on the availability or the demand for day care in Ohio colleges and universities has been conducted. Many universities still direct student services toward the 19-year-old dormitory resident. It would seem appropriate for the Board of Regents to include this assessment in its strategic plan for the next decade.

Programs for Handicapped Children

The Ohio Department of Mental Retardation/Developmental Disabilities (MR/DD) currently provides preschool or home visitation services to 3,600 children in all 88 counties. Over 1,000 of these children are infants.

As a result of a 1983 rule change, the department now serves all children from birth to age three who have developmental delays or disabilities. From age three on, the department serves children with two or more developmental delays. A county by county listing of the number of children served is listed in this chapter under the heading "Preschool Children Served by Boards of Mental Retardation."

Betty MacIntosh, who manages the early intervention program for the state MR/DD department, takes great pride in the quality of teaching staff. All preschool teachers, must have at least a bachelor's degree in child development or a related field, plus obtain a certificate in special education from the Department of Education or MR/DD.

As part of a program to educate parents and staff, the department is distributing an article on "The Disabled Child and Child Abuse," produced by the National Committee for the Prevention of Child Abuse. In this article, Dr. Donald Kline writes,"There is evidence that the handicapping conditions of disabled children may increase their susceptibility to child abuse... Giving the parents respite from constant care and responsibilities is essential."

In 1983, the Ohio Legislature approved funds for the Family Resources program to help parents of handicapped children with day care expenses.

PRESCHOOL CHILDREN SERVED BY BOARDS OF MENTAL RETARDATION,
by Age, Type of Service, and County, 1984

	School Programs		Home-Based Services	
County	Under Age 3	Ages 3 to 5	Under Age 3	Ages 3 to 21
Adams	0	3	2	5
Allen	4	28	2	5
Ashland	8	14	0	2
Ashtabula	11	34	6	3
Athens	5	4	0	0
Auglaize	0	5	8	0
Belmont	2	16	5	15
Brown	0	10	4	2
Butler	62	76	9	8
Carroll	1	2	2	3
Champaign	4	4	0	0
Clark	24	32	0	0
Clermont	38	37	1	14
Clinton	3	10	2	1
Columbiana	18	19	21	2
Coshocton	11	11	0	1
Crawford	8	0	0	1
Cuyahoga	60	166	50	62
Darke	14	24	0	4
Defiance	9	17	2	5
Delaware	11	8	0	2
Erie	14	10	6	2
Fairfield	16	14	5	4
Fayette	6	14	0	0
Franklin	150	163	36	21
Fulton	5	13	6	2
Gallia	0	2	4	0
Geauga	10	19	3	1
Greene	17	12	0	0
Guernsey	0	15	9	3
Hamilton	54	95	53	20
Hancock	12	16	1	0
Hardin	5	6	4	0
Harrison	1	6	2	2
Henry	8	14	4	1
Highland	0	3	6	2
Hocking	4	8	8	6
Holmes	5	12	0	2
Huron	18	9	0	1
Jackson	0	3	3	4
Jefferson	0	25	8	7
Knox	2	5	2	2
Lake	26	30	0	0
Lawrence	5	5	6	11
Licking	33	20	0	1

PRESCHOOL CHILDREN SERVED BY BOARDS OF MENTAL RETARDATION, by Age, Type of Service, and County, 1984

(continued)

	School Programs		Home-Based Services	
County	Under Age 3	Ages 3 to 5	Under Age 3	Ages 3 to 21
Logan	14	6	0	3
Lorain	0	27	21	6
Lucas	8	56	37	8
Madison	0	8	6	0
Mahoning	10	22	10	8
Marion	21	20	6	4
Medina	7	19	0	0
Meigs	2	9	2	3
Mercer	0	12	12	1
Miami	16	18	0	4
Monroe	0	7	0	0
Montgomery	57	78	0	6
Morgan	0	10	0	0
Morrow	5	6	0	0
Muskingum	9	17	0	2
Ottawa	1	5	6	1
Paulding	5	10	0	0
Perry	0	7	4	3
Pickaway	17	13	0	0
Pike	0	0	0	0
Portage	1	26	10	1
Preble	0	4	5	1
Putnam	7	24	5	2
Richland	6	24	2	1
Ross	26	11	0	2
Sandusky	8	10	3	1
Scioto	11	11	2	1
Seneca	11	11	1	1
Shelby	9	9	0	1
Stark	30	34	7	3
Summit	0	61	32	7
Trumbull	7	19	4	1
Tuscarawas	7	10	7	2
Union	6	21	0	0
Van Wert	12	16	0	0
Warren	2	22	18	13
Washington	13	16	17	0
Wayne	13	19	1	2
Williams	12	9	2	0
Wood	6	30	16	0
Wyandot	4	6	0	0
TOTAL	1,047	1,782	516	315

Source: Ohio Association of County Boards of Mental Retardation and Developmental Disabilities, February 1984.

Day Care Programs in Vocational Education Schools

In 1983, 53 school districts in the state of Ohio offered a one- or two-year program in child care in vocational schools. These 53 districts supported 66 different laboratory programs. The average number of children served in these labs was between 10 and 20. Thus, approximately 750 children are served in vocational education day care settings each year.

In 1983 there were over 1,150 vocational education students in the child care program. Approximately 55 percent of the graduates of the class of 1982, according to a vocational education survey, are now working in a field related to day care. This figure is low compared to other program areas, partly because the pay is low in day care programs, many positions are only part time, and 18-year-old graduates are sometimes not seen as reliable as older women by some day care centers.

These programs provide two to three hours of child care a day during the school year. Frances Dicintio, who directs the Ellet High School programs in the Akron area, reports that program has graduated over 200 students since 1972 and served over 550 children in the same period. Students spend their junior year working in their high school's child care center and their senior year working 15 hours a week in area day care centers.

Day Care and Ohio's Public Schools

In June 1984, the state Board of Education received a report from its Commission on Early Childhood Education urging greater involvement of schools in meeting the day care needs of Ohio families. While several of the commission's recommendations will be debated for some time, the report confirmed a growing interest among some educators about families' day care needs.

Presently, over 140,000 children are enrolled in Ohio public school kindergartens. Schools must provide kindergarten, but attendance is not mandatory. However, Dr. Irene Bandy, Assistant Superintendent of Public Instruction, says that over 96 percent of the children now entering first grade have attended kindergarten.

If the legislature allows local school boards to spend monies for day care, this will permit schools to begin assessing the needs of its families and the capacity of existing community day care programs. Each of the state's 615 school boards can then begin to grapple with the day care needs of the families they serve.

At the state level, the Department of Education can develop standards for programs. As programs sponsored by the Department of Human Services attempt to develop a uniform class size, it will be important for the Department of Education to develop similar standards. It certainly makes sense for all children to receive the same supervision, regardless of what state agency sponsors their day care program.

Information and Referral Services

Finding quality, affordable day care can be a long, difficult process. Parents must first decide the kind of care they want and can afford, locate programs or homes with openings, interview providers and staff, observe programs in operation, and work out payment and transportation schedules. Parents often need to make separate arrangements for each child in the family. And, there are the problems of finding summer programs for older children and arranging substitute care when regular schedules break down.

Recognizing these problems that families face, some communities and businesses in Ohio have established day care information centers. Aided by the support of the IBM Corporation, nine Ohio communities now have or are planning to have such services soon. Staff members consult with families by telephone or in person. This frequently involves counseling as well as simply providing information. Many families, especially first-time users of day care, are unfamiliar with the range of programs available, the costs, and other variables that need to be considered in making day care arrangements.

The referral services maintain up-to-date listings of day care sites, including information about location, costs, age of children accepted, and descriptions of the program activities. Both day care centers and family homes are typically included in the listings. Since most family day care homes are not licensed in Ohio, most of the information services have developed a list of criteria for a home to meet before it is listed with the service.

Information services in Cleveland, Columbus, Dayton, and Cincinnati report extensive use of their services. Clevelander Amy Litzell points to the "rapid growth" of the service in Cuyahoga County and a 40 percent increase in use of the service in the past year. In the year and a half between January 1983 and mid-1984, the Cleveland service processed over 6,000 calls, or about 300 a month. The Dayton information and referral program, which is a United Way service, averages about 120 calls a month.

Sallie Westheimer, director of Comprehensive Community Child Care (4-C) which sponsors the new day care referral service in Cincinnati, reports extensive use of their program since the minute "we switched on the phones." The service received over 200 calls in their first month of operation in October 1984, even without the benefit of a coordinated publicity campaign to advertise the service. "Word of mouth and publicity surrounding Procter and Gamble's sponsorship of the service is all we've had so far," said Westheimer. "We plan to publicize, but not until we can add more staff to handle more calls." Each referral averages 30 minutes.

In its June 16 editorial, The Cincinnati Enquirer pointed out "The increase of married women in the job market is a reality; so is the number of single parents. By providing the funds to seed such a referral service, Procter and Gamble and Warner Amex are prodding other companies to share their vision of the world as it is."

Some state governments now support or provide start-up funds for child care information and referral services. California has the most extensive program and provides funds to support programs in over 50 counties, with a dozen rural counties scheduled to open services soon. Massachusetts has approved $300,000 for regional programs; North Carolina has appropriated $50,000 to provide seed money to 10 additional resource and referral centers bringing the state total to 12. Because the need to provide families with child care information and referral services is an important one in Ohio, it seems appropriate for the state to examine this need more closely in the next two years with the help of United Way and the business community. With this planning, a thoughtful proposal can be formulated for the 1988-89 state budget.

Corporate Programs

Corporate day care services, once a major battleground between employers and employees, have become in the mid-1980s simply good business. With more parents of preschool children entering the work force, and with more children living in single-family homes, many employers find that a high percentage of their employees must make full-time child care arrangements. More than 42 percent of all American workers are now female and 56 percent of all wives are either employed or seeking work outside the home.

Employers are now beginning to understand what many parents have known all along, that child care arrangements are often a fragile, complex web of babysitters, transportation schedules, and cooperative friends and relatives. For many working parents, each day is a logistical challenge, dropping off and picking up children, meeting bus schedules, and praying that school does not let out early. When all goes smoothly, Mom or Dad is at work on time. But when day care arrangments break down, of if parents feel uneasy about their children's care, work productivity can suffer. The result has been an increased effort by businesses to offer child care services to their employers.

Companies can help employees with day care arrangements in a variety of ways. Options include on-site care, off-site center and home care, and information and referral services. Another option, the flexible benefit plan, or "cafeteria plan," enables a company to offer day care support as part of its employee benefit plan. Typically, a cafeteria benefit plan includes both traditional benefits, such as medical insurance, for all employees and then some options, such as day care, which appeal to a special segment of the work force.

Several large corporations in Ohio, including AmeriTrust, Standard Oil of Ohio, Blue Cross/Blue Shield of Northeastern Ohio, and Procter and Gamble, now offer a variety of child care services. According to several of the day care administrators we interviewed, a number of other corporations in the state are currently investigating day care services, and are expected to inaugurate child care programs in 1985.

Procter and Gamble (P&G) of Cincinnati, one of Hamilton County's largest employers, has recently introduced a coordinated package of day care services for its employers. P&G's child care program includes:

- A child care option in the company's fringe benefit plan. Employers can receive financial assistance in paying for day care.

- Financial support of the greater Cincinnati Child Care Resource and Referral service.

AmeriTrust Employees Bank on Child Care

One of the first corporations in Ohio to offer a child care program for its employees was AmeriTrust Bank of Cleveland. According to Lois Goodman, employment specialist at AmeriTrust, the bank first investigated the possibility of opening an on-site day care center to serve the children of its 4,000 employees. However, this plan was soon scrapped in favor of an information and referral service that could serve far more employees than an on-site center.

The Child Care Advice and Referral, or CARE, program began in 1981 after the employee relations staff at AmeriTrust began picking up inquiries about child care. Women comprise two-thirds of AmeriTrust's work force.

AmeriTrust contracts with a child care consultant from the Center for Human Services to meet with interested employees. The consultant interviews each parent to determine the type and location of child care needed, explains the available programs, and then tries to match the employee's needs with available centers or homes. Says Goodman, "we can't give them a quality rating but our child care consultant knows the centers and can give recommendations."

The child care consultant works with the families to make sure the children are placed. "If there is no resource available, we advertise for home care providers. Our specialist takes the calls and screens them."

Goodman reports that more than 300 children have been placed in day care since 1981 and many families have used the service more than once. "The type of care families need changes as their child grows older," she explains. A progression from home care for an infant, to center care for a toddler, to a preschool for an older child is not unusual. Different summer and vacation arrangements are often required, as well as after-school programs for school-age children.

Goodman is pleased at the response the AmeriTrust program has received from other corporations in Ohio and across the country. Standard Oil of Ohio and Blue Cross/Blue Shield of Northeastern Ohio have begun programs based on the CARE model and at least 10 other major Ohio companies have inquired about the CARE program.

Goodman measures the program's effectiveness by counting the number of placements made for women who are on maternity leave. This indicates that these women want to come back to work and need child care to accomplish this. She then calculates the replacement cost if AmeriTrust had to replace those employees. Approximately 15 women each year who are on maternity leave use CARE's services. If each of those women had to be replaced, AmeriTrust would spend far more in replacement costs than it does in the CARE program. Thus, the program pays for itself just in terms of this one index.

- **Financial support of two day care centers near P&G sites that will give priorities to P&G employees.**
- **A new corporate position of Corporate Child Care Manager to oversee P&G's child care activities and other child care issues in the community.**

According to Steve Clayton, P&G's new Corporate Child Care Manager, "Procter and Gamble has increasingly recognized the need for its employees to make arrangements for day care. The company's work force has changed significantly in the past 10 years and the supply hasn't kept up. Our intent with the program is to make more day care available and to let our employees do a better job."

III. Continuing Unmet Needs

The shortage of safe, affordable day care means that many Ohio parents must piece together a patchwork of arrangements that are logistical headaches, time-consuming, and worrisome. Parents of three groups of Ohio children face particularly acute shortages of care. These are:

- children in families receiving public assistance,
- school-age children, and
- infants.

Caring for Ohio Children Receiving Public Assistance

The single most urgent need for day care in Ohio is for children in public assistance families. In September 1984, there were over 265,000 children age eight and under receiving public assistance in Ohio. To put this in context, this is greater than the entire population of Akron, the state's fifth largest city.

As the chart below indicates, many of these children are very young.

Children Ages Birth to Eight Receiving ADC in Ohio

Age	Number
Under 3	98,825
3 and 4	63,667
5 to 8	102,700
Total under age 8	265,192

Presently, fewer than 9,000 children on welfare are served by Ohio's day care programs for the poor, known as Title XX. Title XX day care programs serve fewer than one in 25 Ohio children on welfare under age eight.

Do Day Care Subsidies Really Pay Off?

Does money spent on day care help people move off public assistance and into the work force? Will tax dollars spent on day care be returned to the treasury in taxes from a new worker? In short, is public support of day care a good investment?

Take the case of Mary Curtner, 27, who graduated in December 1984 from Ohio State with a degree in Computer Information Science. Mary's three-year-old daughter, Miranda, has attended the OSU Child Care program since 1982. Separated from her husband and receiving no financial support, Mary has had all her day care expenses paid by Title XX. "Without this assistance, I wouldn't be in school," Mary says. Title XX has reimbursed the OSU center approximately $4,800 for Miranda's care in three years.

The starting salary estimates for computer science graduates is $17,000 to $23,000. If Mary earns $100,000 in her first five years, she will pay approximately $20,000 in federal and state taxes. Over a period of 20 years (estimating a total income of $600,000), the $4,800 investment will generate well over $125,000 in tax dollars. In addition, Mary no longer needs any assistance from public welfare programs.

Mary Curtner and her daughter, Miranda.

Earlier in this report, we have documented that public assistance for a welfare family of two, the state's single largest category of welfare families, costs over $6,000 a year. Day care for one child costs $2,000 a year.

The U.S. Bureau of the Census and special task forces in states as diverse as Utah and Maine have asked low-income parents if they would work if child care was available. Nearly half of the single mothers interviewed by the Census Bureau replied affirmatively. In Utah, 68 percent of the respondents said "yes." In Maine, the survey found that "in nearly 25 percent of all households with young children, at least one adult had to quit work, or was unable to take a job or was unable to continue training or education because of lack of child care."

No single action by state government would do as much for Ohio children and families as the restoration of funds in the state's Title XX day care program. If the $11 million were restored, over 5,000 families would be able to take jobs or receive job training to equip them to take jobs soon.

EXPENDITURES IN OHIO'S TITLE XX CHILD CARE PROGRAM:
State Fiscal Years 1981 to 1985

State Fiscal Year	Expenditures	Children Served
1981	$ 35,742,741	39,651
1982	28,347,183	32,469
1983	22,909,520	State did not count children
1984	20,314,001	State did not count children
1985	24,162,344	14,133

Chart reads: From fiscal years 1981 to 1985, Ohio cut day care spending by over $11.5 million, a 32 percent reduction. Over 25,000 children lost day care, a 65 percent loss in services.

Source: Ohio Department of Human Services, September 1984.

Caring for School-Age Children

One of the most pressing needs in Ohio is providing supervision for young school-age children. In the course of our investigations, we listened to many worried parents, concerned teachers, youth workers, and child care directors. In Ohio,

- Over 1,000 fires are started every year in Ohio by unsupervised children, says the state fire marshal. These fires are the third leading cause of fatal fires in residences and the sixth leading cause of residential fires overall. The most likely hours of the day for these fires to occur are from 3:00 to 7:00 p.m. The causes of the fires range from children playing with matches to grease fires begun while children were fixing snacks or dinners.

- Over 400,000 Ohio children between the ages of five and nine live in single-parent families or have two working parents.

- Nearly 15,000 children are enrolled in school-age programs sponsored by licensed day care centers.

However, there needs to be a systematic assessment of this need in every school building in every Ohio community. Once the need is fully known, a community can begin to address it in a variety of ways. Some schools may find it more appropriate to contract with community groups. Many community agencies such as YWCAs, YMCAs, Scouts, Campfire Girls, Police Athletic Leagues, and some city recreation departments currently sponsor programs. Many libraries, community centers, drama, and art facilities are making efforts to provide activities for children. If the General Assembly permits local school boards to spend monies on day care programs, this will also enable local school boards to arrange transportation to community programs from school buildings and to consider using school facilities during vacations.

Caring for Infants

One of the fastest growing segments of the national work force is mothers of infants. Unlike previous generations, when new mothers took years out of the work force for childrearing, the National Center for Health Statistics reports that most employed mothers now return to jobs within months. Several factors contribute to this trend including personnel policies limiting maternity leave and the absence of policies providing leave to fathers.

In Ohio, the demand for child care for infants far outstrips the available supply.

- There are over 75,000 infants under age one in Ohio whose mothers are employed outside the home or are single parents.
- Over 4,000 infants are enrolled in Ohio day care centers.
- Only 416 of the Ohio's 2,168 child care centers accept infants, less than a fifth of the total.
- Almost 40 percent of the counties in Ohio, nearly 34 counties in all, offer no infant care in day care centers.

Studies have shown that a majority of parents prefer home care for infants. Since Ohio does not inspect most family day care homes, the state has no count of the children in these facilities.

The United Way Child Care Clearinghouse in the Dayton-Yellow Springs area recently reported that half of its calls for information come from parents seeking care for infants and toddlers. And, that many centers in the area have reached their capacity in these age groups. In Athens County, only one center accepts infants and this program now serves six infants with 60 babies on the waiting list. Charlene Conners from Cleveland's Center for Human Services says, "the shortage of care for infants less than six months old presents a dilemma for many mothers because maternity leave is frequently only six to eight weeks."

It seems appropriate for every community to weigh its need for infant care and to compile a listing of available centers and homes. Local pediatric and nursing societies may wish to extend training to home care providers. Certainly, no group of Ohio children deserves better care than infants.

Opportunities to Improve Ohio's Child Care Programs

3

Because child care is a young and growing service in Ohio, now is the time to help it meet the challenges it faces. With well-focused help from several quarters—employers, state government, United Ways, and community groups—day care programs can flourish in the coming years to the benefit of all Ohioans.

There have been a number of positive steps taken in the past two years. For the first time, the Ohio House of Representatives created a permanent mechanism to review children's legislation, the House Subcommittee on Children and Youth of the House State Government Committee. In the last session of the legislature, a number of important bills helping abused and missing children were approved in this committee. The Ohio Senate formed two task forces which considered child care needs. The Senate Task Force on Children and the Senate Task Force on Single Women Heads of Household each examined child care needs and existing programs. The governor appointed Ohio's first director of child care services in the Department of Human Services and previously unspent funds have now been dispersed to counties with significant needs.

Citizen activity to improve child care programs continues to increase. Groups as diverse as the Junior League and Delta Sigma Theta, a black professional women's sorority, have formed task forces and begun efforts to improve local child care programs. Spurred by the vision and generosity of The IBM Corporation, which has launched a national child care information and referral effort, nine Ohio communities now have or are beginning these services.

Virtually every major newspaper, television, and radio station in Ohio has run articles, editorials, and features on child care programs. The Dayton Daily News, for example, devoted an entire supplement to a listing of local day care programs, with phone numbers and addresses.

The stage is set. Because of the growing recognition of families' needs, problems such as child abuse, and the interest of civic leaders, government officials, and the media, the next few years present a unique opportunity to improve child care programs in Ohio. What follows in this chapter is a description of the areas needing improvement.

These fall into three simple categories:

I. Making day care affordable for low- and moderate-income families,

II. Protecting the safety of young children in child care, and

III. Increasing the availability of child care programs throughout Ohio.

We present these opportunities along with constructive suggestions for action.

I. Making Day Care Programs Affordable for Working Families

Day Care: The Fourth Highest Expense for Families

Day care costs take a healthy bite of the budget of most working families. Day care costs typically run over 10 percent of a family's gross income and is one of a family's highest expenses. A 1979 study found that of those families using day care, these costs ran fourth in the budget behind food, housing, and taxes. Our interviews with parents and child care administrators in Ohio substantiate this finding. They report that day care expenses consistently run from 10 to 15 percent of a family's gross income and is one of the highest expenses facing working families.

The average cost of a day care center for a three- to five-year-old ranges from $50 to $60 a week for full-day care, or from $2,500 to $3,000 annually. Care for infants and children under age three costs more because of the additional staff required for their care. Infant care can run an additional $20 a week or another $1,000 a year. Family day care usually costs less than center care, but still ranges from $25 to $40 a week per child, or $1,250 to $2,000 a year.

Since a wide price range of services is often not available, low-income families often end up paying about the same amount for day care as middle- and upper-income families pay. Thus, many low-income families pay a significant percentage of their budgets on day care, often over 25 percent.

Helping Poor Families Pay for Day Care: The Title XX Social Services Block Grant

In 1974, Congress enacted Title XX of the Social Security Act to provide funds for social services, including day care. This followed in the wake of President Nixon's veto of a national child development program in 1971. These services are intended to help poor families achieve economic self-sufficiency.

Under the provisions of Title XX, payments are made to day care centers or day care homes on behalf of eligible children. Even though the federal block grant no longer specifies how much money should be spent on day care, state law earmarks a significant portion of Ohio's Title XX monies for child care. Both not-for-profit programs and proprietary businesses operate Title XX-funded day care programs in Ohio.

Ohio families with low or moderate incomes are eligible for this aid, with the amount of aid varying according to family income. Families receiving public assistance and enrolled in job training programs are eligible to have all of the expenses paid. Working families with low or moderate incomes are expected to pay part of the cost, depending on their income and family size. The chart on the following page shows the share each family pays.

What Families Pay for Title XX Day Care

Family Size	Gross Monthly Income				
2 (no charge under $7,000 annual income)	0 - 590	591 - 689	690 - 787	788 - 885	886 - 983
3 (no charge under $8,800 annual income)	0 - 734	735 - 855	856 - 975	976 - 1095	1096 - 1215
4 (no charge under $10,500 annual income)	0 - 875	877 - 1020	1021 - 1163	1164 - 1306	1307 - 1449
Percent of monthly cost of day care programs paid by family	0%	10%	20%	30%	40%

Chart reads: A family of two with gross monthly earnings between $591 and $689 pays 10 percent of the monthly cost of a day care program. For example, if day care costs $200 a month, this family will pay $20 a month.

Budget Reductions Cut Children Served by 65 Percent

Despite the repeated evidence of rising need, monies for Ohio day care programs have been reduced 32 percent since 1981. The President and Congress reduced the Title XX program by 21 percent. State and county officials in Ohio reduced day spending even more—by 32 percent.

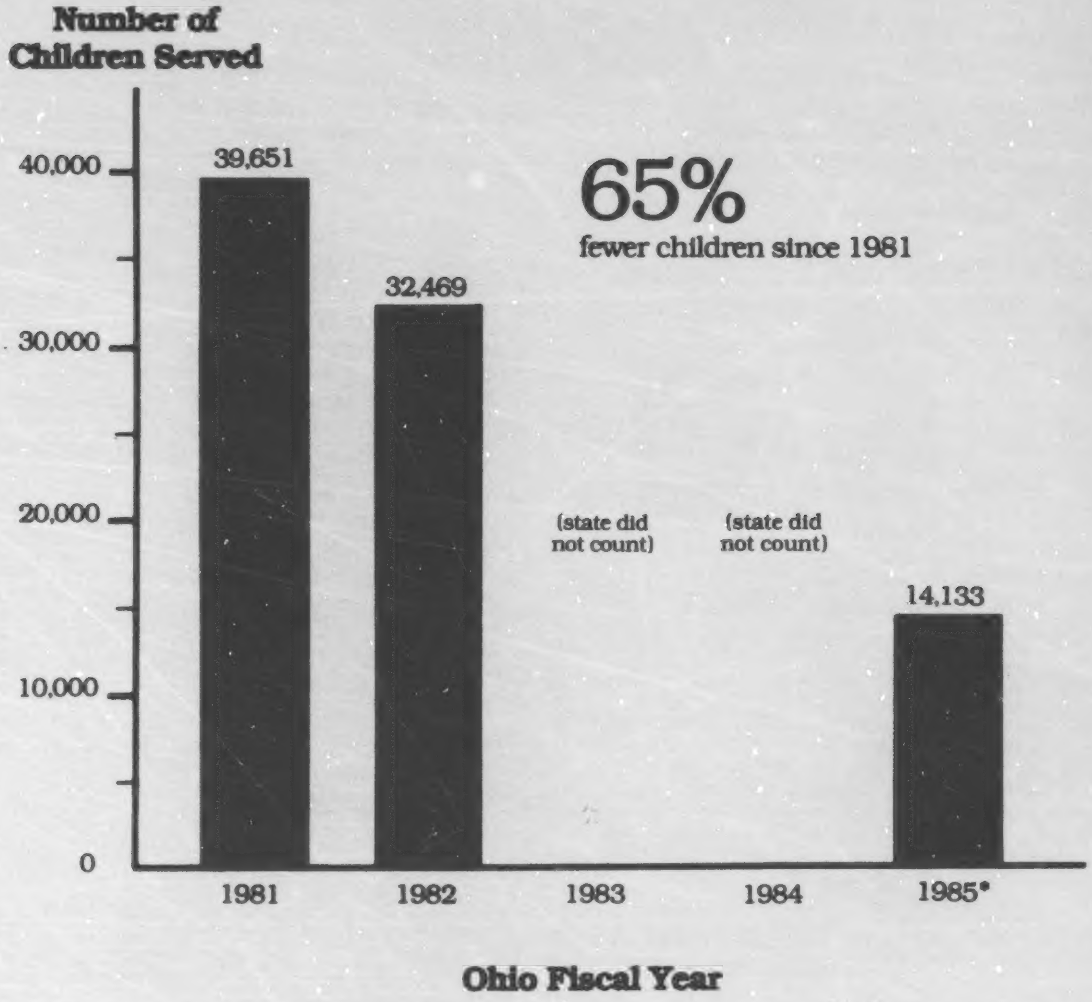
In 1981, Ohio spent over $35 million to provide day care for nearly 40,000 children. By 1984, the state was only spending $24 million. The number of children served has been reduced by 65 percent—to 14,000 children. Over 25,000 children have lost services. No one knows how many families have had to return to public assistance as a result.

Parent Fees For Title XX Day Care, September 1984

No Fee	8,966	63 percent of Total
Partial Fee	5,167	37 percent of Total
Total Parents Served	14,133	

Source: Ohio Department of Human Services

Two Out of Three Children Cut from Ohio's Day Care Programs in Three Years



65%
fewer children since 1981

*As of September 1984.

How Much Do Families Pay for Day Care?

At the recent hearings of the state Senate Task Force on the Status of Single Women Heads of Household in Cleveland, Rene Whiteside, a divorced working mother with two preschool age children, testified on the often unmanageable cost of day care. She provided the following typical budget of a single working woman with two children receiving no child support on a monthly gross income of $1,300 (or an annual salary of $15,600):

Rent	$250
Gas	95
Electric	35
Telephone	25
Food	150
Clothes	50
Lunch	75
Bus	34
Day Care	**360**
Taxes	161
Total	$1,235

Day care represents 29 percent of this monthly budget. The budget leaves a total of $65 a month after expenses, but as Ms. Whiteside observed, "it is no cause for celebration." The $65 only lasts "provided your child doesn't get sick, and you don't go to the laundromat or the cleaners, and no other major expenses come up, such as the refrigerator or your stove breaking down."

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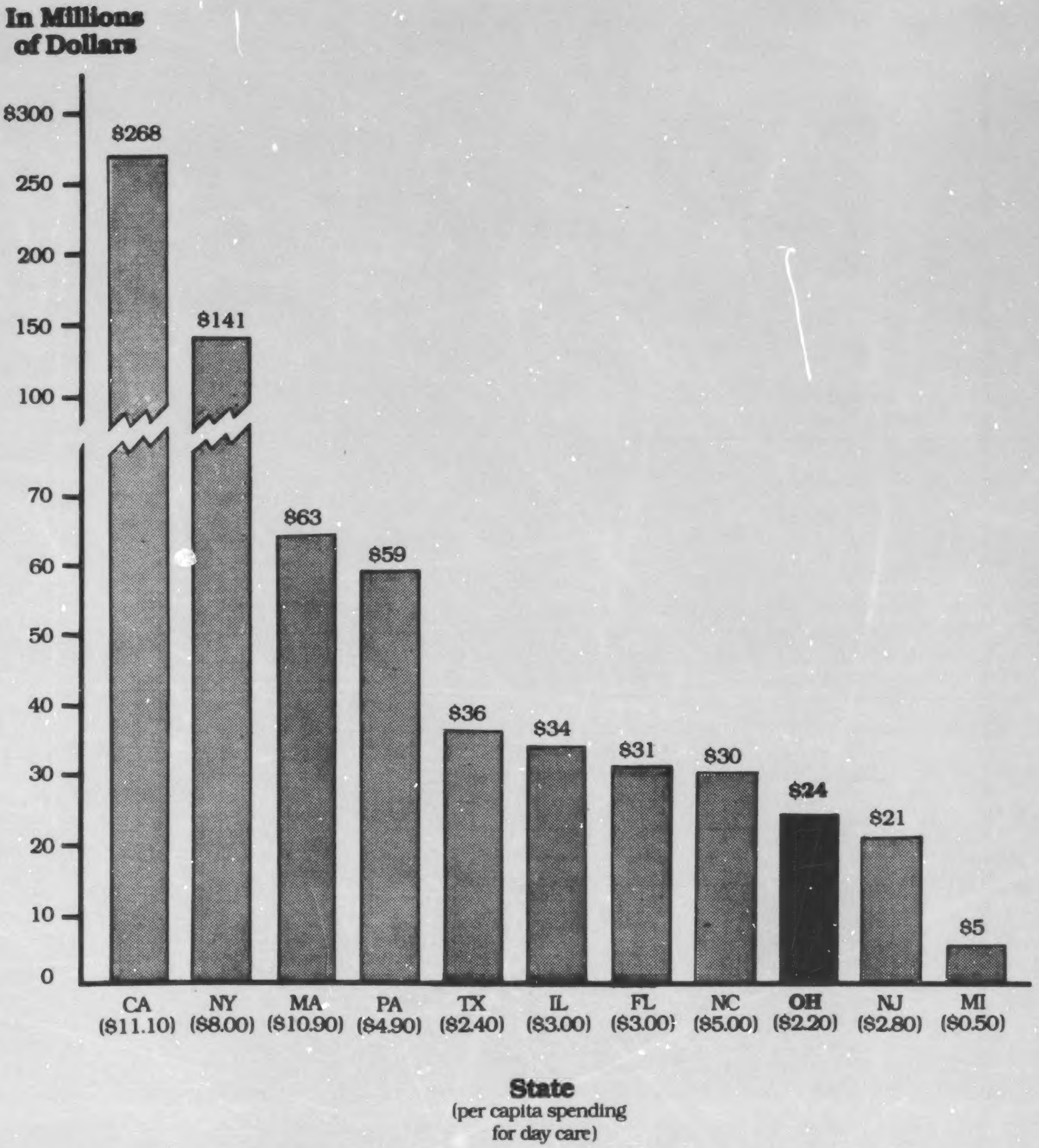
In Ashland, Ohio, Cindy Kraft, mother of two-year-old Heather, and waitress at the local country club, has also carried the heavy burden of day care costs on a thin monthly budget. Her ex-husband pays no child support. Because she works both lunch and dinner shifts on her job, Ms. Kraft needs day and evening child care. For several months her daughter attended a nursery school three to four days a week and stayed with a babysitter three and four evenings a week. During this time, Ms. Kraft earned roughly $2.00 an hour plus tips and paid the following monthly expenses on her approximately $600 a month income:

Rent	$ 60	(low-income housing)
Utilities	40	
Telephone	13	
Gas & Transportation	40	
Food	100	
Baby Clothes/Diapers	50	
Day Care	**200**	
Total	$503	

Heather's day care costs Ms. Kraft 40 percent of her monthly budget.

In October 1984, Ms. Kraft was accepted by the Kno Ho Co Ashland County Family Home Care program, which receives Title XX subsidies for low-income families. Heather now spends her days with a certified home care provider just two doors away in the same apartment complex. She still visits her old babysitter at nights. The Title XX support reduced Ms. Kraft's day care budget by about $120 a month, or about 60 percent.

Day Care Spending in the 11 Largest States, 1984



Source: Child Care: The States' Response, A Survey of State Child Care Policies 1983-1984, Children's Defense Fund, 1984.

Restrictions in Eligibility

Even prior to the 1981 budget cuts, many counties had day care waiting lists. A substantial number of counties no longer maintain a waiting list because they know they cannot serve more families. However, in Cuyahoga and Montgomery counties combined, over 1,000 families were on waiting lists in 1984. Counties have developed priority systems. In some counties, maximum income levels for Title XX support have been dropped drastically. Many counties no longer serve two-parent families. Many people who want to look for work are not eligible for day care subsidies. Some counties only pay for the second year of a training program, thus effectively foreclosing job training for many families. The effect of the funding cuts has been to keep more Ohio families on public assistance and to prevent parents from enrolling in job training programs.

State law prohibits the payment of Title XX monies for part-time workers despite evidence that many single mothers with small children can only work part time and that part-time work often leads to a full-time job. Since Title XX support is not available to part-time working parents, the expense of paying for day care often outstrips the income from the job. A part-time minimum wage employee could take home as little as $67 a week (20 hours at $3.35 an hour). Part-time day care costs for one child could easily total more than 50 percent of these wages, and care for two or more children could exceed this income. Without help in paying for day care, it literally does not pay for many parents to go to work.

Mounting Demand Amidst a Shortage of Programs

The Title XX reductions have also kept many day care centers from signing Title XX contracts with county departments of human services. In Hamilton County, for example, there are at least six day care centers that have waited three years or longer for Title XX contracts. Without this aid, these centers no longer accept parents who cannot afford the centers' fees.

Presently, fewer than 10 percent of Ohio's day care centers have Title XX funding assistance contracts. Over 1,000 family day care homes with an ability to serve 4,000 children, have been certified, yet await contracts.

Besides funding cuts, a second reason often cited for the shortage of Title XX centers is the burdensome bureaucracy of Ohio's program. Centers receiving Title XX funds are required to meet many additional regulations beyond those met by other day care centers. In addition, Title XX providers must undergo two sets of inspections, one by state licensing staff and another by the state Title XX staff.

Many other states (see list on proceeding page) have consolidated their differing licensing and funding standards to help increase the number of programs accepting low-income children. Some states, such as Wisconsin and Massachusetts, have gone to a scholarship approach, similar to the way college aid programs operate. Low-income families can then take the scholarship certificate to any licensed center.

35 States Have One Set of Licensing Standards

Alabama
Arizona
Arkansas
Colorado
Connecticut
Georgia
Hawaii
Idaho
Illinois
Indiana
Iowa
Kansas
Kentucky
Louisiana
Maryland
Massachusetts
Michigan
Minnesota
Missouri
Montana
Nebraska
Nevada
New Mexico
North Dakota
Oklahoma
Pennsylvania
Rhode Island
South Dakota
Tennessee
Texas
Utah
Virginia
Washington
West Virginia
Wisconsin

At minimum, Ohio should consolidate these double visits into the same inspection and permit licensing specialists to conduct a Title XX review during the regularly scheduled annual visit. As we discuss in this chapter, there is an urgent need for licensing specialists to make unannounced inspections of programs.

The Need for Meaningful Data

The information provided for this report was collected in a special survey of county officials, licensing specialists, and Title XX center directors. For the first time in recent years, the department has an accurate count of the number of children served, by county, and age, along with details about the children receiving Title XX services. This is an important first step which needs to take place monthly.

Since the appointment of the state's first director of child care services in the summer of 1984, there has been a vast improvement in the department's internal operations. Previously, five different bureaus of the department had some role in day care operations. Now, licensing staff and the Title XX day care unit report to the director of child care services. Morale has increased measurably. Previously unspent monies have been distributed to counties. However, the lack of systematic data gathering and a coherent financial information system means that department officials, the governor's staff, and legislators often lack meaningful data on which to base decisions. A large task force attempting to review Ohio's Title XX policies was never provided with any meaningful financial or service information and as a consequence never fully appreciated the importance of Title XX funding for day care and child welfare programs. CDF recommends that monthly financial and service reports be initiated to provide the information necessary for proper management.

CHILDREN ENROLLED IN TITLE XX CHILD CARE, by Type of Care and County, September 1984

	Centers			Day Care Homes			Home Aides			Total		
County	Number of Centers	Full-time Enroll.	Part-time Enroll.	Number of Homes	Full-time Enroll.	Part-time Enroll.	Number of Aides	Full-time Enroll.	Part-time Enroll.	Full-time Enroll.	Part-time Enroll.	Total Enroll.
Adams	0	0	0	14	16	4	9	13	2	29	6	35
Allen	0	0	0	28	67	0	6	15	0	82	0	82
Ashland	0	0	0	25	69	0	0	0	0	69	0	69
Astabula	2	49	22	50	71	34	15	19	25	139	81	220
Athens	2	36	1	13	21	3	6	7	6	64	10	74
Auglaize	1	5	0	15	18	12	5	11	11	34	23	57
Belmont	0	0	0	34	80	15	16	20	2	100	17	117
Brown	0	0	0	12	21	0	4	8	5	29	5	34
Butler	2	43	9	101	188	84	8	17	5	248	98	346
Carroll	0	0	0	3	6	0	3	5	0	11	0	11
Champaign	0	0	0	22	44	11	3	3	1	47	12	59
Clark	1	18	0	20	54	8	3	4	3	76	11	87
Clermont	0	0	0	62	107	38	6	19	8	126	46	172
Clinton	2	18	10	11	10	11	1	1	2	29	23	52
Columbiana	1	10	18	33	36	16	30	65	3	111	37	148
Coshocton	0	0	0	6	18	0	0	0	0	18	0	18
Crawford	2	25	17	37	41	16	6	12	3	78	36	114
Cuyahoga	59	1,444	20	201	357	5	10	18	0	1,819	25	1,844
Darke	0	0	0	19	34	20	1	2	0	36	20	56
Defiance	0	0	0	6	6	0	1	8	0	14	0	14
Delaware	1	59	0	10	25	10	0	0	0	84	10	94
Erie	0	0	0	36	92	39	8	18	6	110	45	155
Fairfield	1	28	3	41	69	29	2	2	0	99	32	131
Fayette	0	0	0	2	14	0	6	15	0	29	0	29
Franklin	18	970	172	197	449	181	0	0	0	1,419	353	1,772
Fulton	0	0	0	6	11	1	1	4	0	15	1	16
Gallia	1	0	14	5	50	0	0	0	0	50	14	64
Geauga	4	82	22	5	7	5	0	0	0	89	27	116
Greene	2	17	17	51	150	36	2	11	0	178	53	231
Guernsey	0	0	0	5	8	3	3	5	5	13	8	21
Hamilton	18	338	63	269	325	141	26	32	6	695	210	905

CHILDREN ENROLLED IN TITLE XX CHILD CARE, by Type of Care and County, September 1984

(continued)

County	Centers: Number of Centers	Centers: Full-time Enroll.	Centers: Part-time Enroll.	Day Care Homes: Number of Homes	Day Care Homes: Full-time Enroll.	Day Care Homes: Part-time Enroll.	Home Aides: Number of Aides	Home Aides: Full-time Enroll.	Home Aides: Part-time Enroll.	Total: Full-time Enroll.	Total: Part-time Enroll.	Total Enroll.
Hancock	1	20	3	23	50	17	7	9	7	79	27	106
Hardin	1	44	28	14	15	20	2	2	2	61	50	111
Harrison	2	2	0	4	8	0	1	1	0	11	0	11
Henry	0	0	0	5	3	9	3	4	2	7	11	18
Highland	0	0	0	15	38	5	8	7	2	45	7	52
Hocking	0	0	0	21	33	0	2	2	0	35	0	35
Holmes	0	0	0	13	20	5	3	6	0	26	5	31
Huron	0	0	0	35	66	6	6	11	1	77	7	84
Jackson	1	28	6	1	1	0	0	0	0	29	6	35
Jefferson	3	41	19	10	16	0	8	15	0	72	19	91
Knox	1	46	39	3	6	2	0	0	0	52	41	93
Lake	3	78	35	48	52	54	7	12	10	142	99	241
Lawrence	0	0	0	22	30	17	24	27	10	57	27	84
Licking	0	0	0	72	122	11	8	19	0	141	11	152
Logan	0	0	0	20	49	0	2	4	0	53	0	53
Lorain	3	75	29	43	80	30	9	11	6	166	65	231
Lucas	4	98	70	149	494	53	2	5	0	597	123	720
Madison	0	0	0	23	29	19	2	2	0	31	19	50
Mahoning	7	140	7	57	94	7	10	12	14	246	28	274
Marion	0	0	0	47	144	62	1	0	2	144	64	208
Medina	1	5	0	33	32	31	1	0	3	37	34	71
Meigs	0	0	0	2	1	1	1	1	2	2	3	5
Mercer	0	0	0	5	8	0	2	4	0	12	0	12
Miami	0	0	0	28	39	10	7	18	0	57	10	67
Monroe	0	0	0	0	0	0	0	0	0	0	0	0
Montgomery	10	366	45	75	187	27	0	0	0	553	72	625
Morgan	1	17	1	0	0	0	0	0	0	17	1	18
Morrow	0	0	0	8	18	4	1	3	0	21	4	25
Muskingum	2	59	0	49	72	25	12	16	12	147	37	184
Noble	0	0	0	0	0	0	0	0	0	0	0	0
Ottawa	0	0	0	1	1	0	1	3	0	4	0	4

CHILDREN ENROLLED IN TITLE XX CHILD CARE, by Type of Care and County, September 1984
(continued)

	Centers			Day Care Homes			Home Aides			Total		
County	Number of Centers	Full-time Enroll.	Part-time Enroll.	Number of Homes	Full-time Enroll.	Part-time Enroll.	Number of Aides	Full-time Enroll.	Part-time Enroll.	Full-time Enroll.	Part-time Enroll.	Total Enroll.
Paulding	0	0	0	4	8	0	0	0	0	8	0	8
Perry	1	2	0	21	38	0	7	12	0	52	0	52
Pickaway	0	0	0	31	34	27	14	9	22	43	49	92
Pike	0	0	0	8	15	2	3	6	0	21	2	23
Portage	2	81	0	24	37	5	4	2	0	120	5	125
Preble	0	0	0	11	29	4	0	0	0	29	4	33
Putnam	0	0	0	11	16	8	3	1	0	17	8	25
Richland	1	42	10	51	127	30	3	2	3	171	43	214
Ross	1	26	0	5	5	5	0	0	0	31	5	36
Sandusky	1	5	0	17	31	1	14	28	0	64	1	65
Scioto	1	151	42	31	44	17	9	11	7	206	66	272
Seneca	0	0	0	20	49	9	7	18	4	67	13	80
Shelby	1	8	5	1	3	2	0	0	0	11	7	18
Stark	2	195	64	30	36	12	17	34	12	265	88	353
Summit	12	313	189	146	367	44	5	19	0	699	233	932
Trumbull	2	67	0	66	112	0	34	70	0	249	0	249
Tuscarawas	1	13	25	37	55	36	5	8	7	76	68	144
Union	0	0	0	2	78	0	1	3	0	81	0	81
Van Wert	1	3	3	7	12	18	1	3	0	18	21	39
Vinton	0	0	0	5	9	5	0	0	0	9	5	14
Warren	0	0	0	68	67	28	5	2	10	69	38	107
Washington	1	44	9	18	15	6	7	9	8	68	23	91
Wayne	1	19	1	25	32	5	7	14	2	65	8	73
Williams	0	0	0	22	15	45	3	2	6	17	51	68
Wood	1	14	9	12	33	2	6	16	0	63	11	74
Wyandot	0	0	0	16	19	12	0	0	0	19	12	31
Total	186	5,144	1,027	2,853	5,458	1,460	466	797	247	11,399	2,734	14,133

Source: County Survey, Ohio Department of Human Services, September 1984.

"If this place didn't have Title XX, we couldn't afford it."

Three-year-old Davonna Kibby leads her family through the door and into the day care center in the basement of the big church near the Ohio State University campus in Columbus. Her parents, Stephanie and David Kibby, follow along carrying Davonna's two brothers, two-year-old David and one-year-old Devlin.

The OSU Child Care program is the first stop of the day for the Kibbys, who then travel to work at the university. They both work as supply clerks. Stephanie also attends business college part time. David and Stephanie first enrolled their children in the OSU program in the summer of 1984. According to Stephanie, their children's adjustment to day care has been very easy. "They want to write and make things for us. All they talk about is day care. They want to go on the weekends."

Stephanie had stayed home with their children since Davonna was born. Her sister took care of the children on a part-time basis when Stephanie worked. However, with three growing youngsters to feed, the Kibbys needed the extra income that a second full-time job could provide. Once the Kibbys made the decision to use full-time child care, they explored several options. They considered home care, but were afraid the children would "spend most of their time watching TV." They called several day care centers and finally chose the OSU Child Care program. Both have been very satisfied with OSU. They favor the activities the chldren do and appreciate the mix of different cultures. David explained, "A babysitter can be good, but day care is one of the best things. Parents want the best for their children. We didn't have a chance to do all these things when we were growing up."

At OSU, the Kibbys also qualified for Title XX support. "If this place didn't have Title XX, we couldn't afford it," said Stephanie. The Kibbys pay $157 a month, about one-fourth the cost of a non-Title XX center. Even with this savings, day care still represents over 10 percent of the Kibbys' income.

Stephanie currently uses day care to enable her to work part time and attend business college. When she finishes her school program she will apply for full-time work. The Kibbys' monthly take-home pay totals $1,150 a month. Without day care, the opportunity for financial improvement would come slowly. Having access to affordable, safe day care has enabled the Kibbys to take the first step toward two full-time incomes and added economic security.

Making the Connections Work Between Day Care and Other Programs for Ohio Families

> "Initiative three: to develop and implement a comprehensive child day care policy and programs that increase access to child care services. A comprehensive state (child care) policy will direct programs and coordinate funding...without coordination of both policy and programs, it is not possible to ensure the best possible quality of day care for Ohio children."
>
> Toward A Working Ohio: A Strategic Plan For the Eighties and Beyond, 1984, page 28

Day Care and Unemployment Services

Presently, there is little coordination between state agencies providing day care to low-income single parents or two-parent working families. For example, even though it is widely recognized that the lack of child care is a barrier to employment for women, the Bureau of Employment Services does not ask unemployed workers whether they need child care. Many times employees of local bureaus of employment services are unaware of day care services available through the Department of Human Services. While Ohio's Title XX program does not pay for child care to search for a job, it does pay for child care after a worker has found a job or entered training. As a first step, it seems reasonable to provide workers who need child care in order to take a job with the telephone number of the local department of human services day care office.

In the future, the Bureau of Employment Services might consider sponsoring short-term child care programs for workers seeking jobs. The federal Job Training and Partnership Act programs in Ohio should be reviewed to see if all available monies for child care are being utilized.

Day Care and Higher Education

State-funded community and technical colleges and state colleges and universities seldom seek information from their students about day care needs. Yet, university administrators voice concern about declining enrollment among black students and the high dropout rate of minority and poor students during their first year in college. Closer coordination between colleges and day care officers in departments of human services could help improve this situation.

Ohio provides funds for 12 state universities and 24 community and technical colleges. The age of the average student in a state university is now 25, and in a community college, the average age is 30. Many of these students have children, yet some colleges and universities still direct all student services toward the 18-year-old dormitory resident.

In light of the growing need, it seems appropriate for the Board of Regents to initiate an annual survey of state-funded institutions of higher education to determine the need for day care services and the available supply. New York State just added over a million and a half dollars to its higher education budget to offer day care programs to low-income students attending five campuses.

Day Care and Ohio's Head Start Program

It makes a great deal of sense to focus day care programs on children in Head Start. Federally funded Head Start programs provide half-day services to over 21,000 three- to five-year-old children in every Ohio county. Each child is provided with a half day of instruction, two meals and a snack, round-trip transportation, and health and dental checkups and treatment. Because the federal government pays for these services, the state's share for day care is cut in half. All of these children are from low-income families. In many cases, their parents are receiving public assistance.

Yet, there is little coordination between Head Start programs and local departments of human services administering Title XX funds. There are some notable exceptions. In Ashland, Head Start youngsters have Title XX family day care available in the afternoon. This has enabled several parents to get jobs or training. This is a model that could be duplicated in every county. The Ohio Head Start Association is very interested in increasing such coordination.

Day Care and Public Schools

Because of the urgent need to provide after-school care and care for handicapped children, state-funded day care programs should work closely with local public schools and schools operated by the Department of Mental Retardation and Developmental Disabilities. This emphasis makes sense for two reasons: 1) a good portion of the families are poor and should receive the highest priority in finding jobs and 2) these programs already serve poor children for a portion of the day, thus reducing the state's cost for day care to allow a parent to work full time.

Restoring Funds Is Essential to Make Day Care Affordable

While we have suggested a number of management and organizational improvements in Ohio's Title XX day care program, no action is as important as restoring the funds cut since 1981. Without additional funds, the prospects of assisting low-income families with job seeking and employment are quite limited. As day care costs rise, fewer children are served. Thus, the restoration of the $11 million cut from Title XX is an essential first step.

Helping Working Families Pay for Day Care with Tax Credits

Day care costs are significant for low- and moderate-income families. For over 30 years, the federal government has recognized the financial burden of day care and the crucial role day care plays in allowing people to work. Since 1954, families have been able to use their day care expenses to reduce their federal income tax. Other tax reforms in the past three decades have consistently broadened and simplified day care tax relief:

Head Start/Title XX Cooperation Pays Off for Abused Children In Springfield

The Miami Valley Child Development program has formed a unique partnership between its Springfield Head Start Center and the Clark County Department of Human Services. The jointly funded program serves 20 children who have been abused, whose parents are suspected of abuse and neglect, or who have been in foster care and have been returned to their families. The purpose of the program is to offer these children a high quality day care experience and considerable individual attention. Mothers are encouraged to participate in the Head Start program as well and many do. The local Children's Service Board refers these children to the Head Start program. The families and children are interviewed by a Head Start social worker. Head Start is a unique program; every program has a social worker.

The children arrive at 8:15 a.m. to attend morning Head Start classes. In the afternoon, the children participate in an educational and play program led by a teacher and two aides. This extra staffing permits more individual attention. Classes are dismissed at 4:15 in the afternoon.

Four of the parents are going to school themselves. The rest are involved with Head Start or receiving counseling and assistance from the local Children's Service Board. Director Julia Mower says, "In the past, Head Start would serve a child who had been abused if we knew about them. This new system makes our work more systematic. I feel strongly that this is a necessary service. We've learned a lot. We've made some mistakes. But overall this has been an excellent effort.

"One of the barriers is an Ohio law that prohibits a child in foster care from also being in day care. We are sometimes faced with a situation where a child in Head Start is removed from his parents' home and put into foster care. At the same time, the child is removed from our program. In one case involving a four-year-old, the child regressed badly and began developing speech problems. We felt very badly because the child clearly loved our program and we saw no reason for him to have to be removed simply because he was in foster care.

"Our program helps mothers get their act together. I think the local welfare department deserves a great deal of credit for their willingness to be creative. This is a very cost-effective program because it prevents abuse and prevents the necessity of court costs for custody. It's a practical way to help families stay together. It also allows many of the parents to go to school in order to be able to look for jobs in the future. Remember these are very distressed families. They require intensive care."

1954 - President Eisenhower proposed and Congress approved a child care deduction for the first time.

1963 - President Kennedy and Congress increased the amount of the deduction and the number of eligible families at the recommendation of the Commission on the Status of Women chaired by Eleanor Roosevelt.

1976 - Congress upgraded the deduction to a credit. A deduction reduces a family's taxable income. A credit is more beneficial because it directly reduces the amount of tax owed; it also allows low-income families who cannot itemize deductions to receive assistance.

1981 - Congress increased the percentage of the credit to a maximum of 30 percent of the cost of care for low-income families.

1984 - The Internal Revenue Service included the credit on the Short Form (1040A) for the first time. Nearly 40 percent of all taxpayers and most low- and moderate-income families use this form.

The number of families using this tax incentive has grown from 273,000 households in 1954 (when eligibility was very restricted) to nearly five million families in 1982, including 160,000 Ohio families.

Families earning less than $10,000 a year can take 30 percent of their child care expenses as a credit. The credit is available to all families regardless of income level, although higher income brackets deduct a smaller percentage of their day care expenses. For example, families earning $30,000 a year can deduct only 20 percent of their day care expenses.

How Does the Federal Day Care Tax Credit Work?

The federal day care tax credit is available to working people, or people looking for work who have work-related day care expenses for a child under age 15. The tax credit allows families to subtract a percentage of the cost of their day care expenses directly from the amount of taxes owed. For example, Tommy's parents both work. During the day, Tommy stays with Mrs. Williams, a neighbor who also takes care of two other children. Tommy's parents pay Mrs. Williams $40 a week or $2,000 a year. Tommy's parents had a combined income of $25,000 last year. They are eligible for a credit of 22 percent of the $2,000 they spent for Tommy's care. Their federal tax bill was reduced by $440.

A State Day Care Tax Credit for Ohio Families

In addition to the federal tax credit, 28 states have state day care tax credits or deductions. Ohio does not. This means that low- and moderate-income working families in Ohio receive no financial assistance from the state to pay for day care. Yet, Ohio provides these same families with college aid programs and low-interest home mortgages. Ohio can do the same to help these families with day care costs.

An Ohio day care tax credit has been endorsed by several leading newspapers, including The Columbus Citizen-Journal, The Cleveland Plain Dealer, The Akron Beacon Journal, and The Dayton Daily News. Over 150 organizations representing disabled persons, women, children, and the elderly have endorsed this credit (see list on next page). Legislation for an Ohio day care tax credit has been introduced into the Ohio House and Senate and received bipartisan support. An Ohio credit would be equal to 30 percent of the federal credit and targeted on families earning less than $30,000 a year.

Questions and Answers about an Ohio Day Care Tax Credit

How will a day care tax credit help the state and its families?

- Increases Ohio's tax base by helping low- and moderate-income families to pay for day care in order to work.
- "Helps reduce the present and future demand for nursing home care." Recommended in The Long Term Care Plan, Ohio Long Term Care Council, December 1982.
- Aids working families in affording safe care and supervision for their children and disabled family members.
- Provides a responsible and productive way to target the tax relief now being proposed by legislators in both parties.

Does Ohio have other tax credits?

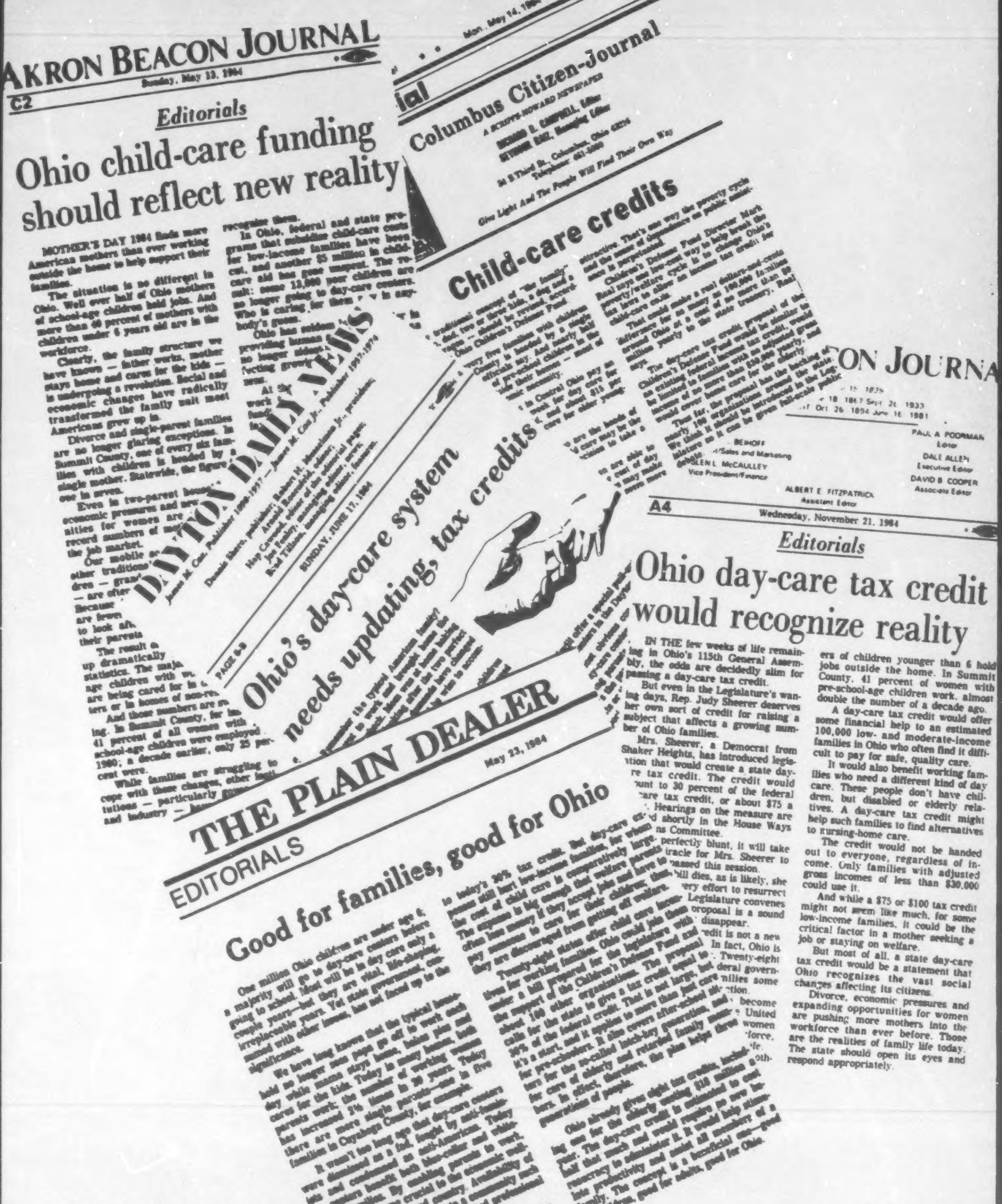
Yes. The current Ohio income tax form contains eight credits: senior citizen, energy, home improvements, joint filer, retirement income, personal exemption, a resident or non-resident credit, and a credit for the purchase of manufacturing equipment.

How will Ohio's day care tax credit work?

Very simply. The credit can be adopted by adding one line to the Ohio tax form. The Ohio credit can be set up as a percentage of the federal credit. A family first computes the federal credit on their federal income tax return. Then, they multiply the federal credit by 30 percent to determine their Ohio credit. A family who receives a $300 federal credit would receive a $90 state credit.

What will Ohio's day care tax credit cost?

The Ohio Department of Taxation estimates that Ohio's day care tax credit will cost under $9 million a year. This assumes the Ohio credit is 30 percent of the federal credit and limited to families with adjusted gross incomes of less than $30,000 a year. To put this figure in context, this is half the cost of the Ohio Senior Citizens' credit which cost $18 million 1983. The nearly 100,000 families expected to use the credit would receive an average credit of $90 each year. The poorest families would receive back—in tax credits—39 cents of every dollar they spend for day care.



AKRON BEACON JOURNAL

Sunday, May 13, 1984

C2

Editorials

Ohio child-care funding should reflect new reality

MOTHER'S DAY 1984 finds more American mothers than ever working outside the home to help support their families.

The situation is no different in Ohio. Well over half of Ohio mothers of school-age children hold jobs. And more than 40 percent of mothers with children under 6 years old are in the workforce.

Clearly, the family structure we have known — father works, mother stays home and cares for the kids — is undergoing a revolution. Social and economic changes have radically transformed the family unit most Americans grew up in.

Divorce and single-parent families are no longer glaring exceptions. In Summit County, one of every six families with children is headed by a single mother. Statewide, the figure is one in seven.

Even in two-parent hous economic pressures and new alities for women are record numbers of m the job market.

Our mobile ar other traditions dren — gran — are ofte Because are fewer to look af their parents

The result up dramatically statistics. The majo age children with wo are being cared for in ters or in homes of non-re

And those numbers are g ing. In Summit County, for in 41 percent of all women with school-age children were employed 1980; a decade earlier, only 25 percent were.

While families are struggling to cope with these changes, other insti tutions — particularly gov and industry — ha

recognize them.

In Ohio, federal and state programs that subsidize child-care costs for low-income families have been cut, and another $5 million in child-care aid has gone unspent. The result: some 13,000 poor children are no longer going to day-care centers. Who is caring for them is anybody's guess.

Ohio has seldom providing human no longer afford fecting growing ness.

At work fund fa

Mon., May 14, 1984

Columbus Citizen-Journal

A SCRIPPS-HOWARD NEWSPAPER

34 S Third St., Columbus, Ohio

Give Light And The People Will Find Their Own Way

Child-care credits

DAYTON DAILY NEWS

James M. Cox, Publisher 1898-1957 — James M. Cox Jr., Publisher 1957-1974

SUNDAY, JUNE 17, 1984

PAGE 8-B

Ohio's day-care system needs updating, tax credits

THE PLAIN DEALER

May 23, 1984

EDITORIALS

Good for families, good for Ohio

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A4

Wednesday, November 21, 1984

Editorials

Ohio day-care tax credit would recognize reality

IN THE few weeks of life remaining in Ohio's 115th General Assembly, the odds are decidedly slim for passing a day-care tax credit.

But even in the Legislature's waning days, Rep. Judy Sheerer deserves her own sort of credit for raising a subject that affects a growing number of Ohio families.

Mrs. Sheerer, a Democrat from Shaker Heights, has introduced legis- ation that would create a state day- re tax credit. The credit would unt to 30 percent of the federal are tax credit, or about $75 a . Hearings on the measure are d shortly in the House Ways ns Committee.

perfectly blunt, it will take iracle for Mrs. Sheerer to passed this session. ill dies, as is likely, she ery effort to resurrect Legislature convenes oroposal is a sound disappear.

edit is not a new In fact, Ohio is Twenty-eight deral govern- nilies some tion. become United women force, fe. oth-

ers of children younger than 6 hold jobs outside the home. In Summit County, 41 percent of women with pre-school-age children work, almost double the number of a decade ago.

A day-care tax credit would offer some financial help to an estimated 100,000 low- and moderate-income families in Ohio who often find it difficult to pay for safe, quality care.

It would also benefit working families who need a different kind of day care. These people don't have children, but disabled or elderly relatives. A day-care tax credit might help such families to find alternatives to nursing-home care.

The credit would not be handed out to everyone, regardless of income. Only families with adjusted gross incomes of less than $30,000 could use it.

And while a $75 or $100 tax credit might not seem like much, for some low-income families, it could be the critical factor in a mother seeking a job or staying on welfare.

But most of all, a state day-care tax credit would be a statement that Ohio recognizes the vast social changes affecting its citizens.

Divorce, economic pressures and expanding opportunities for women are pushing more mothers into the workforce than ever before. Those are the realities of family life today. The state should open its eyes and respond appropriately.

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Ohioans for a Day Care Tax Credit

153 Members as of December 21, 1984
* Statewide and Regional Organizations

Action for Children, Columbus
Adams County Head Start, Decatur
Advocates for Disabled Ohioans *
Akron Area Association for the Education of Young Children
Aley Child Development Center, Dayton
Alzheimer Disease Association, Columbus Charter Chapter
American Federation of Government Employees, Local 3840, Cincinnati
Association for the Developmentally Disabled *
Association for Retarded Citizens - Cuyahoga County
Association for Retarded Citizens - Ohio *
Association for Retarded Citizens - Summit County
Babies' Milk Fund Association, Cincinnati
Bellefaire Jewish Children's Bureau, Cleveland
B'Nai B'Rith Women *
Brown County Head Start, Decatur
Butler County Association for the Education of Young Children, Middletown
Canton Association for the Education of Young Children
Catherine's Early Childhood Center, Toledo
Catholic Conference of Ohio *
Catholic Social Service Bureau, Senior Achievement Center, Lorain
Catholic Social Services of Cuyahoga County
Center for Human Services, Cleveland
Central Ohio Council of Senior Citizens, Columbus
Child Care Clearinghouse, Dayton
Child Care Network of Greater Dayton
Child Care Resources, Inc., Columbus
Children's Defense Fund *
Children's Meeting House, Loveland
Children's Village Child Care, Kent
Church Women United of Greater Cleveland, Cleveland
Cincinnati Association for the Education of Young Children
Citizen's Advisory Committee on Children's Services for the Cuyahoga County Welfare Department, Cleveland
Citizen's Advisory Committee on Children's Services for the Stark County Welfare Department, N. Canton
Cleveland Association for the Education of Young Children
Cleveland Junior League
Cleveland Public Schools, Cleveland
Coalition of Labor Union Women *
Columbus Association for the Education of Young Children
Commission on Catholic Community Action
Community Learning Exchange, Inc., Columbus
Community Mental Health Board of Stark County, Canton
Comprehensive Community Child Care, Cincinnati
Coordinated Home Care, Inc., Yellow Springs
Corporation for Ohio Appalachian Development *
Council for Exceptional Children, Division of Early Childhood *
Council of Ohio YWCAs
Dayton Association for the Education of Young Children
Delta Sigma Theta, Social Action Committee
Delta Sigma Theta Sorority, Greater Cleveland Alumnae Chapter, Inc.
Delta Sigma Theta Sorority, Epsilon Iota Chapter
Divorce Equity, Inc.
Families, Inc., Columbus
Family of God Child Care Center, Cincinnati
Federation for Community Planning, Cleveland
Federation of Catholic Community Services, Legislative Committee *
First Unitarian Church of Columbus, Social Concerns Committee
For Love of Children, Dayton
Franklin County Day Care Coalition, Columbus
Gallia and Meigs County Community Action Center, Cheshire
Goal Respite Care Services Team, Lucas County Association for Retarded Citizens, Toledo
Gray Panthers of Southeastern Ohio *
Greene County Association for the Education of Young Children
Happiness Is...Child Care Center, Toledo
Heights Parent Center, Cleveland
Highland County CAO Head Start, Hillsboro
Holy Cross Lutheran Church of the Deaf, Columbus
Human Involvement Project, Inc., Cincinnati
Human Resources Network, Cleveland
Interchurch Council of Cleveland
Jewish Early Learning Co-op, Cincinnati
Junior League of Columbus, Public Affairs Committee
Kiddie Kampus, Cincinnati
Knox County Head Start, Mt. Vernon
Lakeland Community College, Mentor

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League Against Child Abuse, Columbus
League of Women Voters of Ohio *
The Learning Tree Child Care Center, Gallipolis
The Mental Health Association in Ohio
Mental Health Advocates of Franklin County
Mental Health Association of Summit County, Akron
Mental Retardation/Developmental Disabilities Legislative Coalition *
Metropolitan Churches United, Dayton
Montessori Center Rooms East, Cincinnati
Montessori Learning Center, Cincinnati
Montgomery County Children Services, Dayton
Montgomery County Home Day Care Association, Trotwood
Mount Moriah Day Care Center, Cincinnati
National Association of Social Workers *
National Council of Jewish Women *
National Council of Jewish Women, Columbus Section
National Council of Negro Women, Cleveland
National Multiple Sclerosis Society *
Neighborhood Centers Association of Greater Cleveland
Nine to Five, Cleveland Women Working *
Northern Ohio Pediatric Society *
Northfield Presbyterian Day Care Center, Northfield
Northside Day Care Center, Cincinnati
Ohio Association of Adult Day Care, Xenia *
Ohio Association of Child Caring Agencies *
Ohio Association of Community Action Agencies *
Ohio Association of Senior Centers *
Ohio Association for Children and Adults with Learning Disabilities *
Ohio Association for the Education of Young Children *
Ohio Coalition for the Education of Handicapped Children *
Ohio Conference United Church of Christ *
The Ohio Council of Community Mental Health Agencies, Columbus *
Ohio Federation of Child Care Providers *
Ohio Federation of Business and Professional Women *
Ohio Head Start Association, Inc. *
Ohio Jewish Communities, Government Affairs Committee *
Ohio National Organization for Women *
Ohio Nurses Association *
Ohio School Psychologists' Association *
Ohio Synod, Lutheran Church in America *
Ohio Women, Inc. *
Professional Association for Retardation *
Queen City Child Care
Queen City Vocational Center, Infant Child Care, Cincinnati
School for Young Children, Columbus
Seniors of Ohio, Inc. *
Services for Independent Living, Cleveland
Southeastern Ohio Association for the Education of Young Children, Athens
Southwest Preschool, Massillon
Springfield Association for the Education of Young Children
Stark County Community Mental Health Board, Canton
State of Ohio Home Day Care Association *
Stark Carroll District, Ohio Nurses Association, Canton
St. Rita Child Care Center, Dayton
Summit County Association for the Education of Young Children
Summit County Child Care Director's Association
Summit County Society of the Blind, Akron
Toledo Association for the Education of Young Children
Toy Chest Day School, Heath
Tri-County Community Action Agency, Athens
U-Kids Cooperative, Inc., Cincinnati
United Cerebral Palsy and Services for the Handicapped, Akron
United Church of Christ, Ohio Conference *
United Methodist Community Center, Youngstown
United Services for Effective Parenting *
United Way of Montgomery, Greene, and Preble Counties
Visiting Nurse Service, Inc., Akron
Western Reserve Human Services, Akron
Women's Equity Action League, Cleveland
Womenspace, Cleveland
The Young Women's Christian Association, Dayton
The Young Women's Christian Association, Toledo
YWCA of Cincinnati
YWCA of Greater Dayton
YWCA of Metropolitan Columbus
YWCA, Public Affairs Committee, Cleveland
YWCA of Youngstown
YWCA of Lorain

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How an Ohio Day Care Tax Credit Would Work

Elaine's husband deserted her and their daughter, age four. Elaine has been offered a job at $4.00 an hour. She wants to work, but does not know if she can afford child care. Several of her neighbors have told her "she would be better off on welfare."

A local church day care center normally charges $50 a week, but offers Elaine a reduced rate of $20 a week, or $1,000 a year. If Ohio adopted a day care tax credit, equal to 30 percent of the federal credit, Elaine would get back--in tax credits--39 cents of every dollar she spends on day care. She would save nearly $8 a week. If Elaine went on welfare, the cost to Ohio would be over $6,000 a year versus $90 for a tax credit.

Day care expenses	$1,000
Minus 30% federal credit	- 300
Minus Ohio credit (30% of federal credit)	- 90
Day care costs after credits	$610
Savings to Elaine	$390

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II. Protecting Ohio's Children in Day Care

"As a mother of four children, all of whom were under five at once, I find it incomprehensible that one person could really provide the minimum care and nurturing necessary for eight infants and toddlers. It is clear the standards require careful scrutiny and revision."

Antoinette Eaton, M.D.
President, American Academy of Pediatrics
Ohio Chapter
Testimony before the Senate Task Force on Children
October 10, 1984

Similar testimony was presented many times during 1984 to the Governor's Cabinet hearings on the Strategic Plan for Human Services, the Senate Task Force on Children, Senate Task Force on Single Women Heads of Household, and the Ohio Department of Human Services Child Care Forums. Nearly every witness emphasized two points. One, Ohio has the worst adult-child ratios of any industrial state and supervision of children in Ohio day care programs needs to be vastly improved. Two, Ohio's system of differing standards for profit-making and nonprofit programs undermines the intent of the licensing law, which is to protect all children in day care programs.

Ohio's health and safety problems stem from a multiple set of standards, and failure to require sufficient supervision in day care centers, inadequate inspection procedures and shortages of inspectors, and lack of training programs in the identification and prevention of sexual abuse.

Licensing Day Care Programs

State law requires many kinds of programs serving sick or dependent Ohioans to obtain licenses. Nursing homes, hospitals, home health agencies, and institutions for mental health and mental retardation all must obtain licenses. In some of these areas, there are national standards; however there are no federal standards for day care programs except Head Start. Each state sets its own rules. As far as could be determined, day care center licensing is the only licensing standard in Ohio that distinguishes between profit-making and nonprofit programs.

Licensing Day Care Centers

Ohio's Department of Human Services oversees the health and safety of over 125,000 children in nearly 2,200 day care centers. The Department of Human Services enforces the Child Day Care Licensing Law passed by the Ohio Legislature in 1970. This legislation applies, with a few exceptions, to any day care facility that cares for five or more children.[1]

50-State Survey Finds Ohio Only State with Two Day Care Licensing Standards

We have surveyed licensing process and standards for each of the 50 states, Puerto Rico, Guam, and New York City.

Ohio's law is unique in mandating a different system for for-profit centers from the system applied to not-for-profit centers. No other state has done that. In general, the philosophy has been that the state expects the same level of necessary quality for all children in licensed care, regardless of the legal form of organization. There is often disagreement in the process of establishing what level of necessary care is, but the other states do not have different expectations based on whether a program is for-profit or not. It surprised me that Ohio was the one state that would permit this kind of double standard.

I was also surprised that the for-profit centers would agree to be treated differently. If not-for-profit centers can be licensed at a higher level, then educated consumers will of course begin to reject the for-profit centers for that reason alone, once consumer information becomes available in this field. Since employers are entering the area of providing consumer information to parents, it does not seem to me to be in the interest of for-profit centers to be known to have to meet a lower standard.

—Gwen C. Morgan
A leading national specialist
on child care
Boston, Massachusetts
December 6, 1984

Under Ohio's licensing law each day care center must pass fire, building, and health department inspections to secure an operating license. Fire and health inspections are updated annually when each center renews its license. In addition to fire, building, and health inspections, the Department of Human Services conducts one announced inspection each year to monitor compliance with all licensing standards.

Inspecting Family Day Care Homes

The majority of children in day care in Ohio are in unregulated family day care homes. This private home care is not regulated in Ohio unless it receives public monies. Parents are solely responsible for judging the health and safety of these homes plus the qualifications of the provider.

Nearly 3,000 family day care homes receive public monies. County departments of human services inspect homes wishing to accept Title XX monies. If these homes meet health and safety standards, they become certified to receive Title XX monies. Over 1,000 homes have passed inspection but lack funds.

Ohio's Three Sets of Standards for Day Care Centers

Day care centers in Ohio are administered under three sets of regulations. This often confusing and unequal licensing structure began with the passing of Ohio's day care licensing law in 1970. Ohio's law is quite detailed. Unlike the practice in most states, the daily program requirements of a center are part of the law in Ohio. Every change in program requirements requires an act of the legislature. Most states have a brief law which directs a state agency to issue more detailed administrative rules.

In 1981, the Ohio Department of Public Welfare (now the Department of Human Services) issued administrative rules to clarify and strengthen the Ohio day care licensing laws. Generally, these rules spell out in more detail such items as nutrition standards, group size, and parents' access to the centers. In response, the department's rule-making authority was challenged in a lawsuit by 17 for-profit child care centers. In 1983, the Ohio Supreme Court ruled in SamKel Incorporated v. Creasey that the legislature gave the Department of Human Services rule-making authority for all part-time centers and for full-time nonprofit centers, but not for full-time profit-making centers.

How Ohio Inspects Meat, Milk, Restaurants, Nursing Homes, and Hospitals

Meat - The Ohio Department of Agriculture employs 180 meat inspectors who make unannounced inspections of nearly 600 red meat and poultry plants once a month.

Milk - As a condition of receiving a dairy license, all milk plants, dairy farms, and milk haulers must agree to unannounced inspections and to let inspectors enter the premises at any time. Presently, 6,300 dairy farms are visited an average of three and a half times a year and 50 milk plants and 800 milk haulers are visited monthly. Earl Helmrich, who directs Ohio's Grade A Milk Inspection program, says, "These inspections are necessary to maintain the level of sanitation required by national standards."

Food Service - Over 800 employees of local health departments inspect restaurants, vending machines, and cafeterias for local health departments. Unannounced visits are the norm and most food service operations are visited at least twice a year, and sometimes more often depending on the size and complexity of the operation.

Nursing Homes and Hospitals - All visits to nursing homes are required, by law, to be unannounced. Every nursing home is visited at least once a year and follow-up visits are made to correct any problems found. The state has over 50 inspectors for roughly 2,000 nursing homes, hospitals, home health agencies, and nine other types of health services.

As a result, Ohio's day care centers now operate under three sets of licensing requirements (see chart). Over 500 full-time proprietary centers must follow the broad licensing law. The almost 1,500 nonprofit centers and part-time proprietary centers are covered by both the licensing law and the administrative rules. Ohio is the only one of the 50 states that has different standards for profit and nonprofit programs. In addition, the 185 profit and nonprofit centers that contract with the Department of Human Services for Title XX funds must also meet Title XX funding requirements.

Confusion in Day Care: Three Sets of Licensing Standards

504 Full-Time Profit Centers	518 Full-Time Nonprofit Centers 701 Part-Time Nonprofit Centers 260 Part-Time Profit Centers	28 Profit Centers 157 Nonprofit Centers with Title XX Contracts
1. Ohio Day Care Licensing Law	1. Ohio Day Care Licensing Law	1. Ohio Day Care Licensing Law
	2. Administrative Rules	2. Administrative Rules
		3. Title XX Funding Regulations

Supervising Children: Adult-Child Ratios

Placing a child in the care of another person is not a casual decision for parents. A two-year-old is literally dependent on adults for all of his needs - food, personal attention, affection, protection, cleanliness, and hygiene. Young children require lots of personal attention.

One of the most important standards in the state's licensing programs involves staffing requirements. These standards are also among those most often violated. Each day care center must have at least two responsible adults on site whenever five or more children are in the center. The number of adults required for larger groups varies according to the ages of the children and whether or not the center receives any Title XX support. Ohio's staff-child ratios are listed below.

Supervision Required For Children In Ohio Day Care Centers

Age of Children	State Licensing Law (nearly 2,000 centers)	Title XX Requirements (nearly 200 centers)
infants (birth to 18 months)	1:8	1:4
toddlers (18 to 36 months)	1:10	1:5
preschoolers (3 to 5 years old)	1:15	1:9
school-age (5 and over)	1:20	1:15

Chart reads: Under the state licensing law, one adult is permitted to care for up to eight infants. Title XX requirements permit one adult to care for up to four infants.

These different requirements put Ohio in the contradictory position of declaring what is safe for some children is not safe for others. Many additional differences exist among the Title XX funding regulations, the day care licensing law, and the administrative rules. A single comprehensive set of standards would establish consistent staff requirements, health and safety regulations, and ensure equal treatment of all children in Ohio's day care centers.

HOW MANY CHILDREN CAN ONE ADULT CARE FOR?
Current Law in the 11 Largest States[2]

State	Infants (birth to 18 mos.)[a]	Toddlers (18 to 36 mos.)[b]	3-year-olds	4-year-olds	5-year-olds
California	4	12	12	12	12
New York	4	6	7	8	9
Texas	5	9	15	18	22
Pennsylvania	4	5	10	10	10
Illinois	4	8	10	10	25
Ohio	**8**	**10**	**15**	**15**	**20**
Florida	6	12	15	20	25
Michigan	4	4	10	12	12
New Jersey	4	10	10	15	15
North Carolina	8	12	15	20	25
Massachusetts	3	4	10	10	15

Source: National Association for Child Care Management, April 1983.

Inadequate Inspection Procedures and Staff Shortages

Currently, Ohio has one inspector for every 100 day care centers. This ratio is one of the worst in the country. The national standard is one inspector to 70 centers. Further, all routine inspections of day care centers are announced. This policy gives some day care directors ample time to be sure they meet prescribed adult-child ratios and other regulations. We were told by several day care staff members in various parts of the state that administrators rearranged staff assignments on inspection days to ensure the adult-child ratios would be satisfactory.

Inspectors also visit day care centers to investigate any complaints. Sometimes these are unannounced visits. The number of complaints statewide averages about 15 a month. Complaints come from parents, day care center employees, and community members (including fire inspectors, public health nurses, protective service workers, etc.). Some investigations are handled by phone, and others by announced or unannounced visits. Most complaints involve too few staff on site, improper disciplinary practices, lack of safe and sanitary conditions, inadequate supervision, and failure to isolate sick children.

In many states, the most reliable complaints come from day care teachers. California has just passed a "whistle-blowing" statute which protects day care workers who report licensing law violations from employer retaliation. This is a protection Ohio could extend to its day care employees.

What a Day Care Inspector Might Find on an Unannounced Visit

It is 4:00 p.m. and many parents have come to the day care center to pick up their children. With fewer children present, and with only another hour or so to go before closing, several of the staff members are sent home. By 5:00 p.m., there are 25 children remaining, ages three to 10, all in the care of just one adult. Ohio regulations require that at least two adults be present for this many children.

This scene, described as "typical" by a day care worker in a large for-profit center in Ohio, is a violation of state law. During our investigation, day care workers and state officials confirmed that the state's adult-child supervision requirements are often ignored at opening and closing times, and when regular employees are ill. Yet, the odds are that these violations and many others will never be spotted by a state inspector, nor the center ever required to correct the problem.

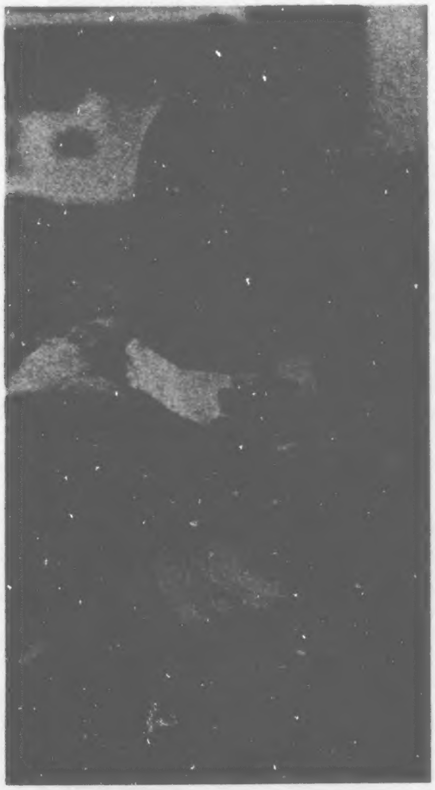
Day care centers receive only one regular inspection a year, and that is by appointment. Understandably, since there are so few inspectors and so many centers to visit, inspectors want to be sure of having access to all important personnel and records on the one visit.

While the policy of announced visits is the most efficient method for the understaffed day care licensing offices, the policy also means that many Ohio children regularly spend time in unsafe situations. Day care centers that bend or break regulations have time to make the necessary improvements to be in compliance for the visitation. "Somebody always knows when the state visit is," reported one day care worker, "and there's always enough help when the state comes." The illegal practices often resume after the inspector leaves.

Day Care Inspectors Find Almost 9,000 Children at Risk

Even though Ohio's staffing requirements are weak and most inspections are scheduled, many serious violations are uncovered by licensing specialists. Since 1980, 8,800 Ohio children have been in day care center programs that were judged so unsafe the state began enforcement actions to close the centers. The vast majority of these centers took corrective action and were permitted to remain open.

In addition to violations that are so serious that closing is threatened, licensing specialists uncover many other types of problems. The following information is taken directly from an analysis of licensing violations prepared by the Department of Human Services staff in late 1984. No names of centers are contained in these reports. What makes these violations particularly serious is that most of them stem from procedures observed by licensing specialists on scheduled visits. It is common knowledge in Ohio's child care community that centers are on their "best behavior" during inspections. The following violations affected large numbers of children in Ohio day care centers:



1. Lack of Adult Supervision

On 88 occasions last year, state inspectors found centers understaffed when they visited. In some cases, they found a single adult trying to care for more than nine babies, or more than 15 preschool children. In other cases, a single adult was supervising nine children from six months to nine years old.

Centers are required to provide written proof that sufficient new employees have been hired and state inspectors may return for a subsequent visit to double-check.

2. Unsanitary Diaper Changing Practices

In spite of repeated warnings about the health hazards associated with poor hygiene in changing diapers, licensing specialists observed violation in 66 centers last year. Employees in one in seven Ohio centers serving infants were observed failing to wash their hands between changing diapers or neglecting to properly dispose of soiled diapers.

The Ohio Department of Health's Preventive Medicine Monthly reports in its November 1984 issue that "Reported transmission of hepatitis A in association with day care centers is increasing throughout the United States...contacts (parents, siblings, center employees) of children in diapers are at highest risk of infection and clinical illness during outbreaks...Conscientious handwashing by staff and parents, especially after diaper changes, must be stressed as a means of preventing spread from asymptomatic children to adults..."[3] The report goes on to warn of other diseases that can be spread as a result of unsanitary diaper changing practices, including diarrhea, giardia, shigella, rotavirus, salmonellosis, and campylobacteriosis.

Several day care workers told CDF they have so many children to take care of that all they have time to do is change diapers and feed children. Harried workers told us about dashing from one child in a high chair to a baby in wet diapers to another child starting to crawl out of a crib. A majority of the centers cited for this violation had no sinks in the diaper changing area, a state requirement. As a result, employees in these centers were faced with the choice of leaving children unsupervised while they washed in another room or working with unwashed hands.

In these cases, licensing specialists returned to view newly installed sinks.

3. No Adult Trained in First Aid on Premises

Because active young children are prone to injuries or accidents, state law requires an adult trained in first aid to be on the premises at all time. This assures there will be no delay in treating an injured or sick child.

Nearly one in 10 centers—217 in all—had to correct its practices to comply with this requirement last year. Generally, these centers are required to provide copies of certificates of training or revised employee work schedules to ensure that a trained employee is actually present at all times.

4. Unsafe Play Equipment and Cleaning Supplies

Despite evidence that climbing accidents are the most common injury in day care programs,[4] over 100 centers with nearly 5,000 children were found with swing sets not anchored to the ground, sharp edges protruding from play equipment, or no protection under slides and climbing equipment. Twenty centers were found with cleaning supplies within reach of children. Generally, inspectors make a return visit to make sure these violations have been corrected.

These figures do not tell the entire story. Profit-making centers are exempt from any specific rules because the legislature did not specify this requirement in the state licensing law. While Ohio's law has a general statement about safety and sanitation of materials and equipment, the full-time profit centers do not have to meet the specific safety guidelines met by all other centers.

5. Noon Meal Was Too Small or Not Nutritious

Over 100 centers with over 5,000 children did not meet minimum nutrition standards. Licensing specialists observed meals that were too small to meet the required one-third of minimum daily nutrition requirements or failed to contain food from the required four food groups such as a fruit or vegetable. In these instances, the centers are required to revise their menus and mail copies of the new menus to inspectors.

6. Failure to Observe Fire Safety

Over 3,500 children were enrolled in 66 centers where fire inspectors found violations of fire safety. Violations included locked and unmarked exits, burned out exit lights, and fire extinguishers which did not work. Inspectors also discovered fire alarms that did not work and unsafe storage of combustible cleaning supplies.

These visits are made by fire inspectors who generally arrive unannounced. Center directors everywhere told us fire inspectors are strict and conscientious and almost always return in a few days to make sure the violations are corrected.

The results of announced visits would seem to underscore the value of unscheduled inspections.

Even data from the state's day care licensing unit itself shows the value of unannounced visits. Over 90 percent of the unannounced visits to investigate complaints against centers between July and December 1983 resulted in the discovery of additional violations.

Tragedy in Northwest Ohio: Why Children Need to be Protected

In April 1978, a fire in an unlicensed day care center in Archbold, Ohio, killed three children, including a five-month-old boy who was spending his first day in the program. Four other children, including a five-week-old baby, were hospitalized for smoke inhalation.

Firemen took seven children from beds in which they were napping on the second floor. Witnesses said the owner ran out of the house when the fire broke out carrying two babies. When firemen arrived, she told them she was unsure of how many children she was caring for when the fire broke out. Neighbors said that she generally cared for 12 to 15 children at a time by herself.

from The Toledo Blade
April 1, 1978

Goals for a New Law: Improving Supervision of Children

"How could one caretaker get eight babies out of a burning building?"

> Ed Zigler, Director, Child Development
> U.S. Department of Human Services, 1977-1980
> quoted in The New York Times, September 7, 1984

Sallie Westheimer, Director of Comprehensive Community Child Care (4-C) in Cincinnati, which oversees day care programs in all of Hamilton County, charges Ohio's standards with being "probably the worst in the country in terms of allowing children to be in situations where they can't be protected from harm. There is an inadequate number of adults present and oftentimes they are inadequately trained."

"Research in early childhood education has demonstrated the relationship between the quality of care provided and such factors as group size, staff-child ratios, and staff knowledge and training in early childhood education and child development," says Gann Roberts, President of the Ohio Association for the Education of Young Children, the state's largest organization of child care professionals.

The Ohio Association for the Education of Young Children and other major nonprofit child care groups in Ohio have recommended adult-child ratios for a new licensing law. These new ratios take into account the fact that a majority of the state's centers already exceed the current standards. As a result, additional costs to centers and parents will be held to a minimum.

Proposed Supervision Requirements For All Ohio Day Care Centers

	Current Licensing Law	Current Title XX	Proposed New Ratios
infants	1:8	1:4	1:4
toddlers	1:10	1:5	1:6
preschoolers	1:15	1:9	1:10
school-age	1:20	1:15	1:18

Presently, the vast majority of child care programs in Ohio provide much more staff and supervision than state law requires.

In fact:

- Over three-fourths of the centers exceed the state minimum standard of one adult for every eight babies.
- More than 60 percent of centers exceed the existing standard for toddlers.
- Over 85 percent exceed existing standard for preschoolers.

Ensuring Safety in Family Day Care Homes

Since so many Ohio children, especially infants and toddlers, are taken care of in family day care homes, ensuring the health and safety of these children must be a high priority for state government. Currently, the only homes regulated are those that care for children receiving Title XX subsidies.

There are three steps that Ohio can take immediately to improve this situation.

1. Licensing family day care homes serving five or more children - Under Ohio's current law, all programs serving five or more children are classified as day care centers. A woman who takes care of five children for a few hours after school in her home now has to meet the same standards as a large center serving 100 children. If she is unable to meet these standards, the department must make her take fewer children without weighing the quality of the service, but simply on size. Understandably, this angers parents and encourages the development of an "underground" day care system.

   A number of states now license family day homes serving five to 12 children. Adopting this change in Ohio would be an important first step toward protecting children in family day care. It would permit state licensing specialists to inspect these homes.

2. Updating zoning laws - As we discuss in the next part of this chapter, antiquated zoning laws often prevent private homes from offering day care in some neighborhoods. But updating zoning laws to permit family day care in all neighborhoods provides an opportunity to control one of the most serious problems in family day care—overcrowding—by requiring strict square footage requirements.

3. Educating parents - Parents often need guidelines on standards to help them judge the quality of home day care settings. It makes sense for the Department of Human Services to collaborate with child care information and referral groups and family day care associations to develop such materials.

   These steps could help correct practices that are now among the most lax in the country.

Protecting Children from Sexual Abuse

The recent incidents of sexual abuse in day care programs has brought attention to a serious problem. Many parents are deeply frightened. Day care providers are often confused and defensive. Male day care workers, in particular, feel as though they are under suspicion. However, preventing sexual abuse by day care staff members is only part of the problem. Most sexual abuse of children occurs in the home, or in the home of a friend or relative. In its 1982 survey of all 50 states, The American Humane Association found that in 56,000 cases of child abuse reported, the vast majority—82 percent— involved abuse by family members. Only 18 percent of abuse was committed by non-relatives. Day care workers and babysitters were involved in only one and a half percent of the reports.

The real challenge for child care in the area of abuse is finding and helping children who are abused at home. Head Start workers, Title XX managers, nursery school directors, and county employees have all told us the same stories. They know of children who have been abused. Typically, the abuse takes place at home, and often child care workers feel unprepared to help these children. Current Ohio law requires child care workers and a wide range of other professionals to report child abuse to local children's service boards or welfare departments.

Under present law, all day care center owners must sign a statement saying they do not employ persons who have been convicted of "moral turpitude or child abuse." However, there is no training for child care providers about how to recognize or prevent child abuse, whether it occurs in or outside the center.

There are four steps Ohio can take immediately to help prevent abuse of children in day care programs and to help day care programs identify and help prevent abuse at home.

1. Staff Training - The departments of Health and Human Services should provide training for directors, staff, volunteers, and parents on how to recognize and report child and sexual abuse. Since Ohio already requires a person trained in first aid to always be in a day care program, it seems relatively simple to include training in child abuse prevention and recognition in this requirement. This would assure parents that a trained adult was in a center at all times.

   This supervisor could train teachers to look for signs of physical abuse and for the harder-to-detect symptoms of withdrawal and emotional distress that are often signs of sexual and emotional abuse.

2. Parent Training - In addition to the training of staff there needs to be a way for parents to get more information about child or sexual abuse. Presently, it is often difficult for parents to find out to whom child abuse should be reported. Because some counties operate programs under the auspices of departments of humans services and other counties operate them under the auspices of a children's service board, there is often no simple way for a parent to find this information in a telephone directory.

   It seems reasonable that every center, home, and school program should post on its licensing certificate a toll-free 800 number where parents can call to get information on a wide range of child care issues and to report problems in day care programs, including overcrowding and child abuse. Illinois is currently implementing such a program. Since the authority for investigating abuse rests with local departments of human services or children's service boards, parents can call the toll-free number and be given a local number to call. This could help many families who otherwise may not know where to turn for help.

3. Parental Access to Centers - Despite evidence that unlimited parental access to day care programs is the best prevention against abuse, some Ohio day care centers now limit the times parents can visit programs. The new licensing regulations need to provide every parent with the right to visit their children's day care program at any time.

4. Special Projects - Ohio, like 20 other states, has recently enacted a child abuse prevention trust fund. Monies collected from fees on birth certificates, divorce decrees, and death certificates will be placed in a special account and can only be used for child abuse prevention programs. It would seem appropriate for state and county officials to encourage projects which aid child care programs and family day care providers in preventing abuse.

Improving the Health of Children in Day Care

Because young children are sick so often and spread their illnesses to other children easily, the health arrangements in day care are extremely important to children and their parents. In fact, of the ten most frequently cited complaints from parents of children in licensed centers, three complaints were related to health practices: failure to isolate sick children, unclean conditions for changing diapers, and failure to keep children who are toilet trained separated from those who are not.

Health standards are also an essential part of day care because a high percentage of children in day care—especially the poor—have treatable health problems which have never been detected. For instance, 30 percent of the low-income children in Ohio who get checkups through Medicaid early screening programs have health problems which require follow-up care. Dental, vision, and hearing problems are the most common. These problems interfere with the child's ability to benefit from day care and from school later on.

Opportunities for Improvement

In some respects, Ohio's health standards are exemplary. The state has received national acclaim for its unusual practice of having a trained staff person at the center to check the children every day for signs of illness. But in other respects, the rules, now 14 years old, need to be updated. We recommend:

- A physical examination by any qualified medical professional should fulfill a child's entry requirement to day care. It is not uncommon for children to get their physicals from pediatric nurse practitioners or other specially trained professionals. This is true, particularly in rural areas where often there are no physicians. The day care policy should recognize this current practice and not require parents to travel long distances to get a physician's signature. Nor does it make sense for a physician who has never examined a child to sign the form simply to fulfill an outdated requirement.

- The frequency of checkups required for children in day care should be the same as the schedule recommended by the American Academy of Pediatrics (AAP). Under Ohio's current licensing law, a three-year-old who received a health examination four months before entering the program would need another checkup several months later. This policy results in unneeded checkups. Just as children must be up-to-date on immunizations, it should be sufficient for day care entry if they are up-to-date on physical exams according to guidelines set by pediatric experts.

- Day care providers should consider designating a person on staff as the health coordinator. Her job would be to identify parents whose children have no regular doctor and assist them to use clinics in the community. Day care programs, by virtue of seeing the parents of young children every day, have a unique opportunity to help parents find a regular doctor or clinic for their children. One in 10 Ohioans, and a far greater percentage of low-income Ohioans, have no health insurance and usually no regular source of health care. It is logical for the day care staff person who is trained in first aid and spotting illnesses to also take on this broader role of health coordinator. The use of the health coordinator has proved to be extremely successful in the Head Start program as a way to link children to needed health services. In a similar way, centers with a large number of Title XX children, should check with parents to be sure that children with Medicaid cards know about and are using the states early screening program.

- The Ohio Department of Human Services should convene a work group on care of sick children which includes representatives from the Ohio Chapter of the Academy of Pediatrics, the Ohio Department of Health, Children's Hospitals, and the Ohio Association for the Education of Young Children. Children's illnesses come on at unpredictable times, and it is often difficult for working parents to take time off work to be home with children who are sick. A number of alternatives exist, including keeping the sick children in a special area at the center or having these children stay in the home of providers who agree to care for children who are ill. Together these experts can recommend new rules for how best to care for children who are sick.

The Difficulty of Attracting the Right Kind of Teacher

Despite the difficulty many low- and moderate-income families have in paying for day care, day care teachers are one of the lowest paid groups in Ohio. Day care is labor intensive. This results in relatively high fees for parents, but very low wages for the thousands of Ohioans employed in day care centers.

Many centers pay only minimum wage ($3.35 per hour) to beginning staff members. Day care center workers in Ohio often earn less than $7,000 a year. Family day care providers, even if they care for a maximum of four children full time, are likely to earn less than $6,500 a year. The average day care center administrator, who directs a staff of 10 to 20 people and is responsible for 50 or more children, often earns only $12,000. These incomes would qualify most day care workers for Title XX subsidies.

- Over 13,000 Ohioans teach in or administer the state's 2,168 child care centers.
- Only 29 percent of Ohio day care administrators have a college degree (including two-year associate degrees) in child development or early childhood education.
- Only 38 percent of the teachers in day care programs have college training in early childhood education or child development.
- Over 40 percent of day care teachers leave their jobs every year. Day care, along with washing dishes and pumping gas, is among the 10 job classifications with the highest turnover rate.

While Ohio nursing home administrators must have a degree in nursing home administration or a four-year degree plus a nine-month internship and pass an examination, no similar standards exist for day care teachers or administrators. Administrators simply need to have two years of experience as a teacher, and teachers simply need to be high school graduates. As a result, a 20-year-old high school graduate with two years of experience but no college training could direct a center with large numbers of children. Unlike many states, Ohio has no requirement that child care teachers or administrators receive in-service training or continuing education.

III. The Need to Increase the Availability of Day Care Services

> "I get up at 6:15 a.m., then I get Kevin up at 6:45 a.m. for the 20-minute drive to Mrs. Keller's house where he arrives in his pajamas. Then, I turn around and drive 20 minutes in the opposite direction for work. It's a crazy, time-consuming arrangement, but I just couldn't find anything near my house."
>
> Angie, a Cleveland mother

Many working families in Ohio find it difficult to locate good day care centers or homes in their neighborhood. In the course of our investigations for this report, we heard dozens of stories like the one above.

Five factors combine to limit the quantity and scope of neighborhood day care services in Ohio. These are:

1. The lack of a business assistance program to help prospective day care programs cope with the permits and licenses necessary for a day care operation.
2. The unavailability of affordable loans for start-up, renovation, and equipment purchases.
3. Outdated zoning laws which prohibit day care in many communities.
4. The lack of a building code which recognizes the special needs of day care programs.
5. Confusion about tax exempt procedures for day care programs in churches.

Because state government is now engaged in a wide range of efforts to assist small businesses, it seems these roadblocks for day care programs should be a prime target. Updating Ohio's zoning law is the only one of the above changes which requires legislative action. The rest can be accomplished administratively. To meet the need for low-interest loans and business assistance, there would appear to be some economies by simply including day care in existing programs rather than beginning a new one. If this occurs, the staff will need to be especially well versed in the specific management problems of day care programs.

Overcoming Barriers to Availability

1. The Need for a Business Assistance Clearinghouse for Day Care Programs

> "I've always wanted to teach young children. I know I'm a really good teacher and can help children develop their confidence and skills. The kids and parents both love me.
>
> But, when I started my own day care program I almost despaired. Being shuffled back and forth between different agencies, never knowing when my building plans were going to be approved, almost made me give it up. All I want to do is teach young children, but the system is so screwed up it seems like nobody wants to let me do this."
>
> Nancy (a day care director who wishes to remain anonymous)

Like Nancy, most prospective day care administrators have been trained as early childhood educators and not as business persons. As a prospective day care administrator goes about starting a day care program, they must:

- incorporate with the Secretary of State,
- obtain city, state, and federal tax forms,
- file papers with the Ohio Bureau of Employment Services,
- be inspected by a local or state fire marshal,
- have their building plans approved by a building inspector,
- be inspected by the Department of Health,
- secure coverage from the Bureau of Worker's Compensation, and
- obtain a license from the Ohio Department of Human Services.

In addition, if the facility is a nonprofit corporation residing in a church, the church may be required to show further evidence that use of the church by a day care program constitutes a "charitable use of property" under Ohio law.

Inquiries about starting a day care center top the list of 202 types of business requests at the Department of Development One-Stop Business Permit Center. And, the staff at the Ohio Data Users Center reports that inquiries about where to locate a day care center comprise their most frequent request. However, the Department of Development also reports that day care centers, while frequently asked about, are the least likely business to actually get started.

There is no complete list which sets forth all the requirements necessary to open, operate, or renovate a day care program. There is no single office to which providers can turn if they encounter problems with the various agencies.

It is worth noting that we heard many compliments about the staff in the Department of Development's One-Stop Business Permit program and many day care administrators described how their licensing specialists from the Department of Human Services had provided them with phone numbers and help. However, this assistance needs to be formalized.

There are three types of assistance that a Business Assistance Clearinghouse for Day Care lodged in state government could provide:

- Compile and distribute a list of all the requirements necessary to open, operate, or renovate a day care program. Appropriate telephone numbers should be provided along with an easy to use checklist.
- Provide ongoing technical assistance to programs on business issues in day care such as liability insurance.
- Assist programs in dealing with other state agencies, especially building inspectors.

The clearinghouse should identify roadblocks in state agencies and recommend streamlined procedures.

2. Making Low-Interest Loans Available to Day Care Programs

Like other small businesses, day care programs have problems borrowing money at affordable rates. Generally, the amounts needed for start-up, renovation, and equipment purchases are relatively modest. Since the state has initiated low-interest loan programs for other small businesses, it seems reasonable to include day care programs in these efforts. Both profit-making and nonprofit programs should be eligible. Maryland and Connecticut have recently initiated such programs.

It would probably be helpful to establish an advisory committee of day care administrators who can help refine and publicize such a program.

3. Updating Ohio's Zoning Laws to Make Day Care Available in All Communities

The most common type of day care in homes occurs when a mother is paid to care for neighbor children along with her own youngsters. Many families prefer home care for their children while they work.

In many parts of the state, zoning laws require a woman who provides family day care in her home to observe commerical zoning standards. Since it is unlikely that a private residence will meet commercial regulations, family day care is effectively prohibited from operating.

Local officials and neighbors have legitimate concerns about overcrowding. During our investigation, we uncovered several accounts of a single-home provider caring for 10 or more children, a violation of the state law and the well-being of the children. The enactment of a strict square footage requirement in family day care homes would protect children from the dangers of inadequate supervision, and neighboring home owners from the inconveniences of living next door to a large commerical enterprise. With a strict square footage requirement, Ohio communities and parents will have a way to act immediately against overcrowding in day care homes.

Since 1980, five states—California, Idaho, Michigan, Minnesota, and Wyoming—have changed their state laws and now permit family day care homes to be treated as a customary home occupancy in the same way doctors' and architects' offices are now treated. A similar change in Ohio would go a long way toward increasing the availability of family day care homes and allowing parents to meet their preference for home care for their children.

4. Bringing Building Codes Up To Date

"The further growth of nonprofit day care centers in Ohio is threatened by outdated building codes that don't recognize the special needs of child care programs," says Virginia Wade, Chairperson of the Ohio Association for the Education of Young Children's Licensing Task Force. Many nonprofit day care administrators told CDF they are strong advocates of safe buildings for children, but that current building codes and procedures prevent day care programs from operating and for reasons that have nothing to do with safety. Next to Title XX funding shortages, no single area that we researched provoked more angry comments than the seeming inflexibility of building codes and the arbitrary behavior of building inspectors.

Because Head Start and other nonprofit child care programs do not have the funds to construct new buildings, they must use existing churches and community centers. And, many day care administrators contend current building codes and procedures are making this virtually impossible.

The problem is rooted in the explosion of day care centers which has largely gone unnoticed by building code writers. Many requirements, such as submitting architectural drawings, are reasonable for newer buildings, but present insurmountable hurdles for a century-old church where such records are long lost or never existed in the first place.

In the Cleveland area, the problems have become so severe that the Head Start program could not find a suitable building for its new program and had to forego expansion into new neighborhoods in favor of increasing its current services. Wade says she knows of two suburban day care programs unable to relocate into new quarters because of their failure to gain approval of new sites.

Because the building code has changed several times since the day care licensing law was enacted in 1970, there can be different standards for two identical buildings in the same community. Because one was opened in 1970, it can continue to operate. However, the second would not be able to open because it did not meet new building code requirements. The state Day Care Advisory Council, which advises the Department of Human Services on child care issues, has recommended that Ohio enact a building code especially designed for day care programs.

Compounding the inadequacies of the law is the persistent confusion and conflict surrounding inspections and review procedures. Day care administrators repeatedly told us they feel at the mercy of building inspectors who often refuse to explain their actions or even give timelines. Last fall, over a hundred families in Mount Vernon, Ohio, were denied Head Start services for over a month because building inspectors refused to even establish a timeline for reviewing plans.

There are three immediate steps Ohio can take to improve this situation.

- Enact a building code that meets the special needs of day care programs, especially those operating in older buildings.
- Publish a nontechnical guide to the building code and procedures. Establish a clear procedure and timeline for plan review and where to go for more assistance.
- Include building inspectors in the cabinet work group on day care with the goal of simplifying the process while emphasizing safety.

5. Clarifying the Tax Exemption Procedures for Day Care Programs in Churches

Churches operate nearly a third of all day care programs in Ohio. In addition, many programs operate in church facilities. Recent confusion about tax exemption procedures for day care programs in churches has frightened some day care providers and church boards. In some congregations, there are moves to evict day care programs using a recent Ohio Supreme Court decision as the reason. There is a need to clarify the existing law and policies with the goal of encouraging more churches to sponsor child care programs.

The confusion stems from differing federal and state procedures for granting tax exemption. Presently, a nonprofit day care program first obtains tax-exempt status from the federal Internal Revenue Service. Then, the program must apply separately for exemption from Ohio sales and property tax. While sales tax exemption is almost always granted, Ohio law requires applicants to show that a property is used for a "charitable purpose" before a property tax exemption is granted. Federal tax-exempt status does not automatically translate into exemption from Ohio's property tax.

To be exempt from property taxes, a program must show it is providing a charitable service such as providing free or reduced-price care to some children. In addition, the church cannot make a "profit" by charging the program more than the church's actual cost for utilities and maintenance. If these tests are not met, the church must pay property taxes on the portion of its property not being used for worship or a charitable purpose.

These rules do not put churches or day care centers out of business or threaten any program's federal tax-exempt status. However, the lack of written policies and procedures in this area has slowed the growth of day care programs in churches.

This situation could be remedied by taking three steps.

- The Ohio Department of Taxation should publish a simple checklist of procedures for property and sales tax exemption.
- The department should approve sample language for leases between churches and day care programs.
- Department employees should be informed that the policy of the department is to help churches sponsor programs such as day care and the department should aid churches and day care programs in meeting this goal.

It should be said that Tax Commissioner Joanne Limbach and her staff are eager to clarify these rules, and efforts to do this have begun.

When the barriers identified in this chapter are removed, Ohio should be able to greatly increase the availability and quality of child care programs in local communities. In future years, there should be fewer problems like those faced by Angie, a Cleveland mother who now has to leave her neighborhood to find a day care program for her son.

Efforts in Other States

To indicate that these problems are not unique to Ohio and that many other states are successfully addressing these issues, CDF has surveyed every state and prepared the information on the next four pages.

Day Care on the Move: After Deep Cuts in 1981, States Have Been Improving Their Programs in the Last Two Years

Alabama	increased funds to train child care workers.
Alaska	convened a state-sponsored conference on employer-supported child care; increased state monies for day care.
Arizona	finalized plans for building a day care center for state employees on the Capitol Mall; increased day care funding by 11 percent.
Arkansas	initiated programs to encourage employer-sponsored child care.
California	added over five and a half million dollars to state-supported child care programs; added one million dollars to respite day care programs for handicapped children; added $400,000 to the day care program for mentally retarded and developmentally disabled children; added one and a half million dollars to expand day care resources and referral programs into rural areas (the state currently supports 54 programs); separated the child care licensing unit from other licensing unit and recognized it as a specialty; enacted a "whistle blowing" law protecting child care workers who report licensing violations from employer retaliation.
Colorado	banned corporal punishment in day care centers and family day care homes; instituted a six-hour training requirement for family day care home providers; held a state-sponsored conference on employer child care initiatives.
Connecticut	approved $350,000 in tax-exempt bonds for starting child care facilities for state and local government employees; established a $250,000 revolving loan fund for nonprofit groups such as hospitals and schools to start day care programs for employees; increased day care funds by 14 percent.
Delaware	convened a statewide conference on employer child care cosponsored by the governor's office and the state chamber of commerce; increased funding by 50 percent since 1981.
Florida	strengthened rules requiring children in child care programs to use child seat restraints; upgraded child abuse identification and reporting requirements; increased funds for training of day care workers.
Georgia	convened a state-sponsored statewide conference on child care.
Hawaii	increased day care funding by 21 percent; increased funds for training day care workers.

Idaho	increased day care funds by 20 percent.
Illinois	strengthened supervision in infant programs by reducing the number of children cared for by an adult from six to four.
Indiana	added child care workers to the list of professional groups required to report child abuse; formed a legislative study committee to recommend changes in licensing laws; increased day care funds by 18 percent.
Iowa	added $250,000 in day care funds; initiated registration of family day care homes with more than five children; upgraded qualifications for day care center directors.
Kansas	increased funds for day care by 15 percent.
Kentucky	nearly doubled day care funds.
Louisiana	increased funds by 31 percent.
Maine	published a governor's child care task force report urging increased state funds.
Maryland	established a revolving loan fund to help day care centers and homes with start-up costs and renovations.
Massachusetts	increased day care funds by 20 percent to $63 million a year; authorized $300,000 for nonprofit community-based child care resource and referral centers.
Michigan	increased funds for training child care workers; added $775,000 to day care programs for 700 low-income working families; increased eligibility from 50 to 60 percent of Michigan's median income; increased Detroit Public Schools' preschool programs from 15 to 38 and increased its full-day kindergarten from 25 to 79.
Minnesota	Added one and a half million dollars to day care programs for low-income working families; revised state zoning laws to permit any licensed day care facility serving less than 12 children to be considered a permitted single-family residential use of property for zoning purposes.
Mississippi	required all school districts to provide kindergarten classes for the first time.
Missouri	began preschool programs for four-year-olds with learning problems; increased day care spending by 14 percent.
Montana	increased rates for day care centers.
Nebraska	upgraded day care licensing laws.

Nevada	upgraded licensing requirements for programs serving infants; initiated training requirements for day care workers; doubled day care funding.
New Hampshire	increased funds for day care by 22 percent.
New Jersey	upgraded day care licensing to cover more types of programs.
New Mexico	approved a tax credit for employers paying for child care for employees which equals 30 percent of expenses for child care; authorized monies for a child care information and referral service; increased funds for day care by 57 percent.
New York	authorized one and a half million dollars from higher education funds to promote child care services at the State University of New York and the City University of New York, enabling five campuses to offer day care to 20,000 low-income students; authorized $300,000 for seed money to set up day care programs in school buildings before and after classes; began full-day kindergarten for all families in New York City; increased day care funds by 21 percent; added nearly two million dollars for day care services to promote self-sufficiency through training and employment.
North Carolina	appropriated an additional $50,000 to provide seed money to 10 additional resource and referral centers bringing the state total to 12; revised state tax code to exclude payments made by employers to day care programs from employees' gross income; upgraded day care center licensing requirements.
North Dakota	upgraded day care licensing.
Oklahoma	increased funds for day care by 24 percent; increased funds for training day care workers.
Oregon	increased state spending for day care programs.
Pennsylvania	began reimbursing school districts for preschool programs for four-year-olds; added over a million and a half dollars to day care funds bringing the total to nearly $60 million.
Rhode Island	upgraded licensing; made day care available for poor families not on welfare.
South Carolina	began public school preschool programs for four-year-olds; upgraded day care licensing; increased funds to train child care workers.

South Dakota	increased the number of children served by 16 percent.
Tennessee	initiated a training program for child care workers.
Texas	initiated part-day programs for four-year-olds in public schools; increased day care funds by 14 percent.
Utah	increased funds for day care by 41 percent.
Vermont	banned corporal punishment of children in day care centers, family day care homes, and schools; increased funds for day care by 30 percent; increased funds for training day care workers.
Virginia	initiated a comprehensive study of day care needs in the state.
Washington	increased spending for day care and the number of children served.
West Virginia	increased the number of children served in day care programs by 18 percent.
Wisconsin	permitted school boards to provide or contract for day care services; allowed family day care homes to be permitted use in single-family neighborhoods; increased training requirements of day care workers and training funds; increased day care funds by 17 percent.
Wyoming	increased funds for day care by 23 percent.

Source: Child Care: The States' Response, A Survey of State Child Care Policies, 1983-1984, Children's Defense Fund, 1984.

Improving Ohio's Child Care Programs: A Realistic Agenda

4

The following 10 recommendations are realistic, and can be acted upon immediately. Because our national organization recently published an extensive report on child care which includes recommendations for federal action, this report focuses on actions which can be taken by the State of Ohio.

Our recommendations are intended to help families work by making day care affordable, safer for children, and more available for all Ohio families. The majority of our recommendations do not cost money. Those that do are intended to save funds now expended for public assistance.

Helping Ohio Families Work by Making Day Care Affordable

1. To Help Low-Income Families Get Jobs, Ohio Should Restore the $11 Million Cut from Day Care Programs since 1981.

Despite evidence that every dollar spent for day care saves three dollars in welfare costs, Ohio's only child care program for poor families is serving 65 percent fewer children than in 1981. In the past three years, over 25,000 Ohio children have lost child care as a result of state and federal budget cuts. Spending has been reduced from $35 million a year in 1981 to $24 million in 1985. We urge the state to restore this $11 million reduction in its 1986-87 biennial budget. Ohio's Title XX Social Services Block Grant program should continue to be required to expend 20 percent of its federal funds for child care.

Poor families and day care programs are ready to use these funds. Up to 4,000 more children can be served immediately in private homes already approved by counties. To enable more families to work, the ban against providing day care for part-time workers should be removed from state law.

2. Ohio Should Enact a Day Care Tax Credit for Low- and Moderate-Income Working Families.

The day care tax credit is the only financial assistance available to moderate-income working families. Over half of the states provide a day care tax credit or deduction.

Because of the financial pressures on state government, eligibility should be limited to families with adjusted gross incomes of less than $30,000 a year. A state credit equal to 30 percent of the federal credit will cost $9 million a year, which is less than half of the cost of Ohio's senior citizen tax credit. Over 100,000 families would benefit.

The credit was introduced in both houses of the legislature during 1984 and received bipartisan support. It has been endorsed by over 150 organizations, The Cleveland Plain Dealer, The Akron Beacon Journal, The Dayton Daily News, and The Columbus Citizen-Journal.

Ohio currently provides financial aid to moderate-income working families through college aid programs and low-interest home mortgages. This credit should be included in any tax reduction proposals considered by the legislature this year.

3. The State Should Permit Local School Boards to Spend Money for Day Care Programs.

To help meet the growing demand for after-school care, the legislature should support the Ohio Board of Education's recommendations to change Ohio law and permit local school boards to spend state and local funds to provide day care. There is a particularly urgent need to provide services for children who are unsupervised after school and during vacations. However, each district must assess the needs of families and the capacity of existing day care programs in its community and tailor its programs accordingly.

Making Day Care Safer for Ohio Children

4. Ohio Should Upgrade Its Day Care Licensing Standards and Apply Them Uniformly to All Programs.

Current Ohio licensing laws are inadequate because they fail to provide sufficient adult supervision, do not protect children in private homes providing day care, and fail to apply uniform standards to all programs.

Despite evidence that one adult cannot adequately care for eight infants, Ohio's day care licensing law provides the least supervision of any industrial state. To provide the individual attention children need, classes need to be made smaller.

Ohio is the only state in the nation with different standards for profit-making and nonprofit programs. Ohio's current law is cumbersome and confusing, with one set of rules for children in state-funded programs, a second for nonprofit programs, a third for profit-making centers, and a separate set for the Department of Education. Youngsters in every Ohio day care program should be guaranteed the same attention to health, safety, adult supervision, and classroom size regardless of which agency sponsors the program.

Private homes providing day care to more than five children or receiving public funds should be inspected at least twice a year.

5. Ohio Needs to Hire More Day Care Licensing Specialists to Conduct Annual Unannounced Inspections of Every Program.

Currently, 21 specialists license nearly 2,200 centers each year. Normally, visits are made by appointment. More staff are needed to visit each program twice a year, including one unannounced inspection.

Inspections for other state agencies routinely visit dairies, restaurants, factories, and meat packing plants to conduct unannounced safety and health inspections. Ohio does an excellent job of protecting the water and milk that children drink. The state should do no less to protect children in day care.

6. Ohio Should Initiate a Child Abuse Prevention Program for Child Care Workers and Parents.

Ohio law now requires that someone trained in first aid be in the day care center at all times. It is a simple matter to require this same person to be trained in child abuse recognition and prevention. In addition, a statewide toll-free parent information number should be posted in all centers to allow parents to obtain information or report abuse or overcrowding. Because some centers now restrict parental visits, new state regulations should ensure that parents can visit programs at all times.

Increasing the Availability of Day Care

7. Ohio Should Establish a Business Assistance Clearinghouse for Day Care.

Most prospective day care administrators have been trained as teachers and not as businesspersons. Yet, opening a child care program requires dealing with a variety of permits, licensing codes, financial requirements, and at least eight state agencies. Presently, there is no complete list of all the requirements necessary to open, operate, or renovate a day care center. As a result, it is not surprising that the Ohio Department of Development reports that inquiries about starting child care programs lead their list of requests for information, but are the businesses least likely to be initiated.

Ohio is now providing assistance to a wide range of businesses. A business assistance clearinghouse for day care could compile and make available a complete listing of the requirements necessary to open a day care program, provide ongoing technical assistance with business issues, and assist individuals in dealing with state agencies. In researching this report, CDF heard many complaints about the slow pace and arbitrary behavior of some state agencies, especially building inspectors. At present, day care providers have no place to turn for assistance when they encounter such problems.

8. Ohio Should Make Low-Interest Loans Available to Day Care Programs.

Day care programs, like other small businesses, have problems borrowing funds at affordable interest rates. Monies are needed for start-up, renovation and equipment purchases. The state should make low-interest loans available to both nonprofit and profit-making programs. Other states, such as Maryland and Connecticut, have recently begun such efforts.

9. Ohio Should Update Its Zoning Laws and Building Codes to Permit Day Care to Be Available in All Communities.

Despite the fact that many Ohio families prefer day care services in a home, antiquated zoning laws often prohibit this from happening. Thousands of children in Ohio are taken care of in the home of a nearby family while their parents work. Typically, this home care is offered by a mother who is paid to take care of neighbor children in addition to her own family.

In many parts of the state, zoning laws require a woman who cares for as few as one or two children in her home to observe commercial zoning regulations. Since it is unlikely that a private residence will meet commercial regulations, family day care is effectively prohibited from operating.

Ohio's zoning laws need to be updated to enable home day care to be available for all families. To safeguard against overcrowding, the new law should include strict square footage requirements.

Most importantly, this change will increase the availability of the most widely used day care service in Ohio and provide badly needed employment to mothers of young children. Five other states have recently brought their zoning laws up to date to permit this service in all communities.

In addition, Ohio needs to enact a uniform building code for day care centers. Because most building codes were enacted before day care centers became widespread, the codes often do not recognize the special requirements of child care programs.

10. Ohio Should Assess the Day Care Needs of Its Families on a Regular Basis.

Because more Ohio mothers of young children are working every year along with an increasing number of single-parent families, the state needs to know what families need day care and financial assistance. Presently, state officials often lack the information necessary for informed planning and decisions. Too often, child care is seen only as the responsibility of the Department of Human Services and not as a tool to improve Ohio's economy.

State agencies should survey the families they serve and determine the type of services and financial assistance needed. Families served by the Bureau of Employment Services, Human Services, Education, Mental Retardation/Developmental Disabilities and the Board of Regents should be included. These assessments should lead to an ongoing information collection system.

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As we began our investigation of child care programs and needs in Ohio, we attempted to review reports from other states. Helen Blank, CDF's child development specialist, provided us with copies of many of the reports below. We were very impressed with the quality of research and writing. The publications range from small mimeographed papers to professionally designed and printed books. Some of these publications discuss a number of issues, including child care.

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2. In 1981, Ohioans received nearly $40 million from the federal Child and Disabled Dependent Tax Credit. In 1981, this credit represented one-fifth of expenses. Therefore, Ohio families reported to the Internal Revenue Service that they had spent over $200 million on child care. In addition, three public child care programs—Head Start, the Child Care Food Program, and Title XX of the Social Security Act—had combined expenditures of over $50 million.

3. County Survey, Ohio Department of Human Services, September 1984.

4. U.S. Department of Commerce, Bureau of the Census, 1960, 1980 Census.

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Chapter 3 - Opportunities to Improve Ohio's Child Care Programs

1. Child day care does not include: (1) Programs under the state department of education which are conducted by boards of education or by nonpublic schools which meet the standards for nonpublic schools prescribed under section 3301.07 of the Revised Code in which no infant, toddler, or preschool child is in attendance

for more than four hours per day. (a) "Nonpublic schools which meet the standards for nonpublic schools prescribed under section 3301.07 of the Revised Code" shall be defined as schools which have been chartered by the state department of education. (b) Public or chartered nonpublic schools which provide child day care for infant, toddler, or preschool children less than four hours per day shall be exempt from licensure. (c) Unchartered nonpublic schools providing child day care for infant, toddler, or preschool children any number of hours per day shall be subject to licensure. (2) Programs conducted only during the summer vacation of the public schools if the program is owned by a public or nonpublic chartered school and conducted only during its summer vacation, caring for any number of infants, toddlers, preschool, or school-age children. Such programs shall be exempt from licensure. (3) The care of children in places of worship during religious services. (4) Programs operated for less than two consecutive weeks. Ohio Revised Code, Rule 5101: 2-12-01 (B).

2. [a]The following states define infants as follows:

   California—under 2 years;
   Texas—up to 11 months (the ratio for 12- to 17-month-old babies is 1:6);
   Illinois—up to 15 months (law revised in 1984);
   New Jersey—under 9 months (the ratio for 9- to 18-month-olds is 1:7);
   Massachusetts—up to 15 months.

   [b]The following states define toddlers as follows:

   Texas—up to 23 months (the ratio for 24- to 36-month-olds is 1:11);
   Michigan—under 2½ years (the ratio for 24- to 36-month-olds is 1:10);
   Massachusetts—15- to 33-month-olds.

3. Ohio Department of Health. Preventive Medicine Monthly, Vol. IX, No. 11, November 1984; page 1.

4. Susan Aronson, M.D., testimony before the U.S. House of Representatives, Select Committee on Children, Youth, and Families, August 2, 1984. Several reports from the Consumer Product Safety Commission have made this point.

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